

MINUTES.

May 1, 1923.

The First meeting of the Kentucky Child Welfare Commission was held at the Neighborhood House, 428 S. First St. Those present were:

Miss Frances Ingram,
Louisville, Ky.

Miss Linda Neville,
Lexington, Ky.

Mr. Harry B. Mackoy,
Covington, Ky.

Mr. John F. Smith,
Berea, Ky.

Mr. George Stoll,
Louisville, Ky.

The following motions were made and unanimously carried:

1. By Mr. Stoll, seconded by Mr. Mackoy, put by Miss Neville that Miss Ingram be unanimously elected Chairman of this Commission.
2. By Mr. Mackoy, seconded by Miss Neville that Mr. Smith be elected Vice Chairman.
3. By Mr. Mackoy, seconded by Miss Neville that Mr. Stoll be elected to ~~act~~ as Secretary and Treasurer of this Commission.
4. By Mr. Smith, seconded by Miss Neville that the Chairman ask the Governor to designate which members of the organization would serve the one, two and three year terms.
5. By Mr. Mackoy, seconded by Mr. Stoll that the Chairman appoint a committee of three to consider by laws and submit them at the next meeting.
6. By Mr. Smith, seconded by Miss Neville that Miss Ingram, (Chairman) be appointed as our representative to the National Federation of Social Agencies, which is to be held in Washington.
7. By Miss Neville, seconded by Mr. Mackoy that if we are asked to attend a meeting of a State Wide Council of Social Agencies of Kentucky, we send as representative our chairman (Miss Ingram) or someone else, whom she may designate.
8. By Miss Neville, seconded by Mr. Smith that a committee of two, composed of Mr. Mackoy as Chairman, and Mr. Macquet, be appointed to get our work before the Kentucky State Bar Association.
9. By Mr. Smith, seconded by Mr. Mackoy that Miss Neville and Miss Jewell be appointed as representatives to the Federation of Woman's Clubs, meeting to be held in Winchester.
10. By Mr. Stoll, seconded by Mr. Mackoy that the Chairman appoint variously, members and friends to variously promote and promulgate the message of this Commission.
11. By Miss Neville, seconded by Mr. Mackoy that Mr. Smith and Miss Ingram act as committee of two to prepare article to try and get into the Syllabus which is being prepared by the State Department of Education to be used by instructors this Summer.

Minutes.

12. By Miss Neville, seconded by Mr. Stoll that Mr. Mackoy

- A.State in a few words our purpose and program.
- B.Syllabus of Speech.
- C.Local hints.

By common consent Miss Neville was appointed to take over this item C.

13. By Miss Neville, seconded by Mr. Smith that the Secretary, Mr. Stoll, write to Mr. Colvin, Supt. of Public Instruction, and ask that our purpose and program of this Commission be put in the news letters.

14. By Mr. Smith, seconded by Mr. Stoll that Miss ~~Neville~~ and ~~Mr. Mackoy~~ prepare a statement to present to the Republican and Democratic leaders on the platform to endorse the work of the Kentucky Child Welfare Commission.

Mr. Mackoy

*A
Miss
Neville*

15. By Mr. Mackoy, seconded by Mr. Smith that the Chairman ask Mrs. Morris Belknap to appoint and head a committee on finance to raise a budget of \$2500.00 . In event she declines, the chairman is authorized to appoint someone else for this place.

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16. By common consent we agreed to promote the interest of the Kentucky Child Welfare Commission thru all available agencies including newspapers - clubs- churches and Sunday Schools- educational gatherings- radio- chatauquas - State Fair- Booster Trip- political gatherings.

George Stoll.

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Secretary .

The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 9 a.m. Wednesday, October 17, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, Presiding, Mrs. Bernard Selligman and Mr. George Stoll.

Miss Katherine Lenroot, Assitant to the Chief of the Children's Bureau, Washington, D. C. met with Commission.

Miss Ingram opened the meeting. She reported that all members not present had given adequate reason for their absence and assurance of their attendance at future meetings.

Miss Ingram explained that in various meetings it had been decided that the Commission should stand for two main features: A Children's Bureau and Probation. However, Miss Lenroot rather discouraged legislation for Probation, pointing out that the same thing could be accomplished under a Children's Bureau.

Question: Mr. Stoll: Doesn't the present crime wave grow out of extensive probation?

Answer : Miss Lenroot: It does not. Conclusive proof that the crime wave is not caused by probation is found in Mr. Chute's article, "Crime Wave and Probation."

Question: What is a Children's Bureau?

Answer: Miss Lenroot: The first general principle of the Children's Bureau is concerned with the welfare of children, normal, dependent, defective and delinquent. In Kentucky the logical place for a Children's Bureau is under the State Board of Charities and Corrections. The rural situation in Kentucky is the main thing. North Carolina is similar to Kentucky in that it has so much rural undevelopment. North Carolina passed a law providing for a Children's Bureau under their State Board of Public Welfare and permitting counties to organize County Boards of Public Welfare. The main function of County Organization is to represent locally the State Board. The State and County plan is new but is going ahead rapidly.

In the beginning the main function of the Children's Bureau will be educational and co-operative. The Bureau may have a Director, with one assistant at an estimated salary of \$3000.00 for the former and \$2000.00 for the latter. The Director should be selected by the Commissioner of the State Board of Charities and Corrections with the approval of that Board.

The Children's Bureau should have power to license and supervise all agencies or institutions dealing with children. The plan of co-operative supervision has been found good. There is the question whether permits should be issued to all existing agencies and institutions with the understanding that these permits may be annulled if the agencies and institutions do not come up to required standards, or whether license should be granted only to those agencies and institutions already

QUESTIONS raised during the Meeting:

Should Maternity homes be under the State Board of Health or under the State Board of Charities and Corrections?

Are there any laws governing infant boarding homes?

Should they be licensed by the Children's Bureau?

Does Mr. Schon expect to develop a Boarding out department for children? Could this be done in a year? What provisions can be made for the feeble-minded child?

Could two or more counties unite in the organization of a Joint County Board of Public Welfare?

Could the State Board appoint a Juvenile Court worker under the Children's Bureau?

POINTS BROUGHT OUT DURING THE DISCUSSION

The Children's Bureau should approve the appointment of Adult Probation Officers.

Counties, which thru poverty or other causes, do not organize County Boards of Public Welfare, will be taken care of by the Children's Bureau.

Social workers in Louisville are confronted daily by the need of a Domestic Relations Court. Such a Court is impossible without a Constitutional Amendment. Dr. O'Brien feels that a Constitutional Convention could accomplish this and other needed measures at the same time. He believes that if all social agencies and civic clubs can be made to see the need of a Constitutional Convention, it can be secured as easily as one Constitutional Amendment.

At the last session of the Legislature, the appointment of County Attendance Officer was made permissive. The consensus of opinion was that this appointment should be compulsory.

In regard to Mother's Pensions Miss Ingram quoted from the report of the Kentucky Children's Code Commission that Kentucky should have more general knowledge on this subject before attempting legislation. Miss Lenroot advised the Commission to make investigation with a view to legislation two years hence.

Vacation permit makes the enforcement of the Child Labor Law difficult. Strengthening of administration is the greatest need to better the child labor situation.

To Mr. Stoll's suggestion that the newspapers provide a supervised recreation room where boys could wait for their papers, Miss Lenroot pointed out that the boys should be in their own homes, since surveys proved conclusively that children under 14 should not be engaged in street trades.

The question of adoption should be studied.

The problem of illegitimacy requires careful study. Miss Lenroot disapproved the recommendation of the Code Commission to substitute "unfiliated" for the term "bastard", saying that the entire law governing illegitimacy is in such a chaotic condition, that legislation should be comprehensive rather than for the change of one word. Comprehensive legislation can come only as a result of education and study. Miss Lenroot advised the formation of a Committee to study the problem of the illegitimate child and the unmarried mother, the findings of which Committee should be the basis of future legislation. The Inheritance Law should form a part of this study.

The question of crippled children was held over to a later meeting.

It was the consensus of opinion at the meeting that Kentucky should have a Children's Bureau. During the meeting, Miss Lenroot drafted a comprehensive plan of such a Bureau, which plan will be blue-printed.

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October 18, 1923. 10:30 a.m. Family Service Organization.

Mr. Linton Swift, President of the Board of Workers, asked Miss Lenroot to cover the following points in her talk :-

1. Mothers Pensions and how administered, whether thru the Juvenile Court, County Committee or State Board.
2. What has generally been agreed upon as an adequate amount of relief.
3. Pre-requisites of Child Placing
4. The Working out of the Juvenile Court

Following is a digest of Miss Lenroot's talk:-

The Children's Bureau is a Bureau under the Department of Labor created by Congress in 1912, for the Welfare of children and the protection of child life. Since the creation of the first Child Welfare Commission in 1911, twenty-eight states have established such Commissions.

Kentucky is one of the four states in the Union that provides no Mothers' Aid. A well administered Mothers' Pensions often prevents the separation of families and the breaking up of homes. Money now spent in maintaining institutions for dependent and neglected children, might be used more advantageously thru a Mothers' Aid Fund. Then the mother forced to assume the responsibility of breadwinner, could with slight assistance, keep her children in the home. Kentucky provides free public education and public health. Why should it deny to its children the greatest of all needs, mother love and family life?

In most cases the Juvenile Court has the administration of Mothers' Pensions. However, State supervision is a vital point. Mothers' Pensions are administered thru various agencies in the different States. New York and Pennsylvania have established separate County Boards which have administered Mothers' Pensions, or Mothers' Aid Laws.

It is not wise to make a uniform standard for relief, because different cases require different treatment and the value of money is constantly changing. Budgets should be worked out by experts. There should be supervision of the family to assist the mother in home management.

Before placing out a child, every effort should be made to keep him in his own home. There is the need for care of children whose homes are temporarily broken. The pre-requisites of good placing out are adequate social, psychological, and psychiatric investigation of the home from which the child comes and the home in which he is to be placed.

Kentucky has not recognized the value of probation. Rural districts lacking Juvenile Courts have almost no facilities for probation. The Juvenile Court should have sufficient jurisdiction to try cases of adults affecting children. A child is entitled to a private, informal hearing, of which the main purpose should be a sympathetic study of his case, rather than a mere determination of whether he is guilty. There should be a home for temporary detention, absolutely apart from the jail, where the child receives a physical and mental examination.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 9 a.m. Thursday, October 18, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, and Mrs. Bernard Selligman.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. and Mr. Patrick Filburn, State Labor Inspector met with the Commission. Miss Marguerite Marsh, former Secretary of the Consumers League of Louisville, came in during the meeting.

Miss Ingram opened the discussion by saying that the Kentucky Child Welfare Commission expects, at the next legislature, to recommend the same amendments to the Child Labor Law that were made two years ago by the Kentucky Children's Code Commission. She quoted from the Outline of Legislation for 1922, as follows:-

"CHILD LABOR

- IV. An Act Amending the Child Labor Act by-----
 1. Re-writing the section on street trades in such a way as to overcome the legal objections recently upheld against that section.
 2. Requiring the return of duplicate certificates by the issuing officer to the State Department of Labor."

Mr. Filburn endorsed this recommendation. He further discussed needed changes in the Labor Department which he expects to recommend to the Legislature in a report he is now compiling.

Enter Miss Marsh.

Mr. Filburn: One great need of the Labor Department is an increased number of inspectors with greater powers of inspection. At present, my powers are merely advisory. There are in the State, only four inspectors each receiving \$100.00 per month.

More and more the tendency is to refuse to employ a child under 16, because if a child under 16 is working near machinery, even tho it be only an elevator, in case of accident, insurance companies refuse to pay any damages. The case of the Newport Auto Body Company illustrates this law. The foreman's 16 year old boy was injured by having two of his fingers crushed. The foreman quit his job before this happened. He had employed the boy. Nevertheless, the Court of Appeals granted \$7,500.00 damages to the boy.

For this reason, it would be well to advance the age limit to 16 and also require an eighth grade certificate for work, as soon as the community is educated to support this more advanced standing. It was the consensus of opinion that the community is not ready for more advanced legislation as the school system should be improved before this would be possible.

Miss Ingram: There should be an absolute dove-tailing of child labor and the compulsory attendance law.

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MISS INGRAM: There should be an absolute dove-tailing of child labor and the compulsory attendance law.

MR. WILBURN: The law forbids children to work in tobacco factories. Tobacco factories to-day are in so much better condition that this law might be changed.

Note: Arrangements were made for Miss Lauret to visit several local tobacco factories. She reported that she saw no reason for changing the law which prohibits the employment of children in tobacco factories.

MR. WILBURN: The ten-hour day law for women in industry should be made to include those working in office buildings, banks, and railroad offices.

MISS MARSH: To enforce the ten hour law in office buildings, banks and railroad offices would bring opposition from the Business Women's Club and others.

Both the candidates for Governor have favored the Consumers League plan to have a Supervisor of Labor and to re-organize the State Labor Department. Already five state wide women's organizations are backing this measure.

MR. WILBURN: There should be a compulsory school attendance law. The permissive appointment of the County Attendance Officer is a great hardship on rural children. When rural children come to the city nothing can be done with them. They go to school sporadically and rarely advance farther than the third or fourth grade.

It was brought out in the discussion that the Board of Education should be made to feel its responsibility for mentally deficient and backward children. The Board of Education already has authority to establish special classes for defective children. There should be close co-operation with the Health Department in the choosing of Vocational training. This is a necessary safeguard since many communities are anxious to get rid of their defective children.

It was the consensus of opinion that the Commission should stand back of the recommendations offered by the Consumers League for the re-organization of the State Bureau of Agriculture, Labor and Statistics. These recommendations cover the main features of Mr. Wilburn's report.

It was decided to ask Mr. Mackey to re-draft the marriage law, raising the age to 16 for girls and 18 for boys and providing for five days notice of intantion.

The Commission adjourned to attend the meeting of the Board of Workers at the Family Service Organization where Miss Lauret had been requested to speak.

Thursday afternoon, Oct. 18, 1923.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 2 p.m. Thursday, October 18, 1923.

Members of the Commission present were: Miss Frances Ingram, chairman, presiding, Mrs. Bernard Selligman and Mr. George Stoll.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission. Mr. Joseph P. Byers, Commissioner of the State Board of Charities and Corrections, Mr. E. S. Tachau, President of the State Board, and Judge Alex P. Humphrey, member of State Board were present. Mr. Linton B. Swift, Director of the Family Service Organization was also present.

Miss Ingram opened the meeting by explaining the need for a Children's Bureau in Kentucky. She further stated that the logical place for such a Bureau seemed to be under the State Board of Charities and Corrections.

Mr. Byers brought out the need for a body with the authority to make investigation thru inspection and visitation of child caring institutions and to make recommendations to correct existing defects. Such a body would be authorized to/information, financial and otherwise, (require) on uniform blanks. A Children's Bureau would solve the problem. The chief functions of a Children's Bureau would be educational and investigative.

Discussion brought out the fact that the State Board of Charities and Corrections already has all powers necessary for the setting up of a Children's Bureau, except the power of visitation and the machinery to carry out that and other existing powers. Following is the clause quoted from the act creating the State Board:-

"The Board of Charities and Corrections shall study conditions that contribute to anti-social elements and put into effect remedial measures."

If the Children's Bureau is placed under the State Board it must not be construed as giving more authority to that Board. The point was made that inasmuch as the State Board is a comparatively new organization, it might be unwilling to ask for further responsibility.

For the administration of a children's Bureau, Mr. Byers thought that four people, one director, two assistants and one stenographer, would be necessary, at an estimated expense of \$12,000.00 a year.

A motion was made and carried that a plan be drafted and submitted to the State Board, providing for the creation of a Children's Bureau under the State Board, with local county welfare boards.

Thursday, morning, Oct. 18, 1923.

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8.

Oct. 19, 1923.

MISS LENROOT'S ADDRESS
Before the Executive Session of the Kentucky Federation of Women's Clubs
Phoenix Hotel, Lexington, Ky.

We live in an age of social responsibility. Every member of society is responsible for conditions that breed distress, neglect, poverty and crime. Kentucky has recognized its responsibility in health. Dr. McCormack is placing Kentucky in the lead by his excellent work in the field of maternity and infant mortality.

Kentucky has not yet awakened to its responsibility for child welfare. No state can afford to neglect its children. Money must be spent in one way or another, and the cost of neglect is surely greater than the cost of prevention. The volume of delinquency and adult crime is increased by failure to provide prevention of delinquency in childhood.

The feeble-minded can be trained even to become self-supporting, but such training requires skilled instruction and scientific follow-up work. No amount of education and training can give a feeble-minded child judgement and control, therefore he needs supervision. Kentucky does not meet this problem adequately.

Kentucky does not provide compulsory education for the physically handicapped. Lack of education places these children already handicapped at a still greater disadvantage. Uneducated they are a burden, whereas education would make them self supporting. The expense to the community of supporting its crippled, blind, and deaf is much greater than would be the cost of training them in the beginning to earn their own living.

I seem to talk a great deal about expense. I have learned that expense is ever an important item. However in the case of the physically handicapped we must consider the cost in human suffering. Why should these unfortunate ones be forced to feel themselves a burden?

There is no state wide agency in Kentucky for the care of children. More than half the states in the union have established children's bureaus. These Bureaus, like the Federal Children's Bureau are primarily educational. They stand as leaders learning the experiments of others and passing on the results. Such a state agency is a fact finding body with the power to visit all insitutions and agencies caring for children and to advise with them.

County Boards of Welfare are most effective as units of local administration. They have been established successfully in many states.

I close as I began by saying that we live in an age of social responsibility, where each is responsible for every social problem.

Oct. 19, 1923.

MISS LEBROOT'S ADDRESS BEFORE

The Executive Session of the Kentucky Federation of Women's Clubs
Phoenix Hotel, Lexington, Ky.

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Members of the Commission present were: Miss Frances Ingram, chairman, presiding, Dr. Frank J. O'Brien, Mrs. Bernard Selligman and Mr. George Stoll.

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The first question to come up was whether two or more counties might unite in establishing a joint Board of County Welfare. Dr. Veech was consulted.

Dr. Veech: In counties that have good roads, finances will permit of separate county child welfare boards. In the other counties, the roads are too bad to permit a joint County Board to function. Rural counties must be educated to see the need for such Boards before they will finance them. This is a slow process. In those counties where I have organized Boards of Welfare or Health Leagues, couldn't they take over the Child Welfare program?

Mr. Stoll: Couldn't the same people serve on both Boards?

Enter Mr. Ellis, so the question was dropped for the present.

Mr. Ellis: I represent Mr. John E. Sullivan, President of the Kentucky Society for Crippled Children. Our State Society for Crippled Children is affiliated with the National Society. Rotary is the sponsor and all executives are Rotarians. But Rotary does not wish to monopolize. We invite co-operation.

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NOTE: Miss Neville says this so-called survey was nothing more than a rough estimate, and that the figures given are not correct.

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Dr. Veech: I thoroly endorse this program. I have known many children who stayed entirely too long in the City Hospital.

Mr. Ellis: We want to influence the Masons to build, not a hospital, but a convalescent camp. They can build a better camp for the same money and the present hospital facilities will amply take care of it. How can the few doctors we have care for the great number of cases unless we make it easy for them to get to the children. Surveys show that 50% of crippled children can be cured absolutely. A very broad interpretation is placed upon the term "Crippled."

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Assured of the hearty co-operation of the Commission Mr. Ellis left.

The question of traveling expenses for the Executive of the Children's Bureau was discussed. Dr. Veech was consulted.

Dr. Veech: Traveling expenses are hard to estimate. We allow our Public Health Nurses \$100.00 a month and living expenses while they are out in the State.

It might be a good idea to have a member of the Health League to serve on the County Welfare Board. There is no reason why the organization of County Welfare Boards should interfere in any way with my Health Leagues. Much can be accomplished in a rural community by one paid worker.

The question of politics in reference to County Welfare Boards was discussed.

Dr. Veech: I think the State Board of Charities and Corrections should approve the appointment of a paid worker.

Mr. Stoll: As the power of the State Board of Charities and Corrections is increased the danger of an inefficient Board becomes greater.

The County Board might be bi-partisan to prevent the Board becoming a mere political machine.

There was some discussion as to the feasibility of a bi-partisan county organization. The political situation in Kentucky where certain counties are almost wholly Democratic while others are equally strongly Republican argues against a bi-partisan County plan. Also it was brought out that in using the term "bi-partisan" attention would be directed to a political issue where none exists. Therefore it was decided best to ignore the existence of political parties and to try to make the Children's Bureau and the County Welfare Boards so successful that they will stand beyond the reach of any political power.

The question of Mental Hygiene came up for discussion,-- whether it would be advisable to try and set up a mental hygiene clinic at this time, or to wait until the Children's Bureau is firmly established.

Dr. O'Brien: Mental Hygiene can best be worked out thru the flying clinic in connection with Dr. Veech's clinic. The difficulty in set-up will not be great. Various groups can contribute a nurse, doctor, social worker etc. It can be worked out under the Board of Health.

Dr. Veech: The stigma of implied mental deficiency has not been entirely disassociated from mental tests. Therefore I agree with Dr. O'Brien that the flying clinic would be more desirable than one connected with some State institution.

Dr. O'Brien: The clinic will be primarily for children. Since there is a stigma on Mental Hygiene, we must go slowly and educate the people to an appreciation of the flying clinic. It can be established to co-operate with existant clinics and receive cases sent by them.

The flying clinic would weed out a great many early cases which, taken in time, are curable. It would help in solving the problem of delinquency and institutional care. Ninety percent of the school children are normal. The ten percent that are abnormal fill our institutions. We ignore them until we are forced to pay for them in the institutions.

I would like for the Commission to recommend to the legislature the establishment of at least a flying clinic to begin the program of mental hygiene.

Mr. Stoll: The logical place for the flying clinic is under the Children's Bureau.

Enter Mr. Hughes.

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Mr. Hughes: Several Years ago I was Secretary for a Child Welfare Committee of the Community Council. We considered the subject of illegitimacy but made no extended study of it. Mrs. Dodd in charge of the Susan Speed Davis Home prepared a paper which might prove interesting to you if it could be located. However, she touched only the high spots, emphasizing the importance of protecting the illegitimate child, the progress made by other countries in handling the problem and the caution not to make the pathway of parents too easy. She gave no local facts, merely a general comparison of Kentucky with other states.

Declaring himself no longer interested in the subject, Mr. Hughes left the Conference.

Miss Lenroot: Beginning in 1913 in Massachusetts there has been very good legislation on illegitimacy. Kentucky's Law is old and decidedly out of date.

There might be a Conference on Illegitimacy in Louisville composed of representatives from various groups. There could be Committees on Vital Statistics, on Courts to study the Court Procedure, and on Case Work to study actual conditions in certain cases.

Dr. Veech: There should be someone responsible for the babies in such cases.

Miss Lenroot: Advertisements for adoption should be prohibited. No person should receive a child for adoption without investigation.

Dr. Veech: There should be a law to prevent the placing of a child with no permission or authority. The State should be responsible.

Miss Lenroot: The adoption law should include investigation and there should be no adoption without the consent of the Children's Bureau. Transfer of custody and guardianship should not be possible without a Court Order and the consent of the Children's Bureau.

Dr. O'Brien: All these things will emphasize the need of a Children's Bureau. Once the Bureau is established these smaller problems can be worked out. Survey work has taught me one thing---we must distinguish between an ideal and a practical program. The Commission must adopt a practical program, one that our State is ready for.

Miss Lenroot: The most important things are the Children's Bureau and the County Boards of Welfare. The minor things can be secured without much effort. The Commission should prepare a practical working program, stressing the Children's Bureau.

The flying clinic and probation should be part of the work of the Children's Bureau under the State Board. The Children's Bureau should co-operate with the State Board of Health in establishing the flying clinic.

Dr. O'Brien who had previously that the flying clinic required special legislation agreed with Miss Lenroot, while those who had felt the need of a Probation Commission concurred in her opinion that it is not expedient at this time.

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Miss Lenroot: The Commission should propose a law permitting the appointment of adult probation officers and not fixing a limit on the salaries of any probation officers.

It was commonly agreed that there should be no transfer of cases from the Juvenile Court to the Circuit Court. The County should not have to pay for children at Greendale.

Miss Lenroot: The way in which this law has worked out is an excellent argument for social education in the counties. The counties were sending so many cases to Greendale that as a check upon them a law was passed requiring a payment of \$100.00 for each child committed. The counties, forced to pay for every child committed thru the Juvenile Court, began to transfer such cases to the Circuit Court in order to avoid payment. Thus the law has worked out very badly, and the children have been the ones to suffer.

Dr. O'Brien brought up the subject of a Constitutional Convention. Miss Lenroot suggested that since this idea is not popular, it might prove detrimental if included in the Commission's Legislative Program.

Dr. O'Brien: I believe we can get the support of the Women's Clubs, the Noonday Clubs and the lawyers. With their support I see no reason why a Constitutional Convention cannot be secured. In our report to the Legislature let us have a clause saying that "inasmuch as Kentucky needs a Court of Domestic Relations, definite reforms in education and in other fields, the Commission suggests for the solution of these problems, a Constitutional Convention."

The meeting was adjourned at 6 p.m.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 9 a.m. Wednesday, October 17, 1923 .

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mrs. Bernard Selligman and Mr. George Stoll.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

Miss Ingram opened the meeting. She reported that all members not present had given adequate reason for their absence and assurance of their attendance at future meetings.

Miss Ingram explained that in various meetings it had been decided that the Commission should stand for two main features: A Children's Bureau and Probation. However, Miss Lenroot rather discouraged legislation for Probation, pointing out that the same thing could be accomplished under a Children's Bureau.

QUESTION: Mr. Stoll: Doesn't the present crime wave grow out of extensive probation?

ANSWER: Miss Lenroot: It does not. Conclusive proof that the crime wave is not caused by probation is found in Mr. Chute's article, "Crime Wave and Probation".

QUESTION: What is a Children's Bureau?

ANSWER: Miss Lenroot: The first general principle of the Children's Bureau is concerned with the welfare of children, normal, dependent, ~~and~~ defective and delinquent. In Kentucky the logical place for a Children's Bureau is under the State Board of Charities and Corrections. The rural situation in Kentucky is the main thing. North Carolina is similar to Kentucky in that it has so much rural undevelopment. North Carolina passed a law providing for a Children's Bureau under their State Board of Public Welfare and permitting counties to organize County Boards of Public Welfare. The main function of County Organization is to represent locally the State Board. The State and County plan is new but is going ahead rapidly.

In the beginning the main function of the Children's Bureau will be educational and co-operative. The Bureau may have a Director, with one assistant at an estimated salary of \$3000.00 for the former and \$2,000.00 for the latter. The Director should be selected by the Commissioner of the State Board of Charities and Corrections with the approval of that Board.

The Children's Bureau should have power to license and supervise all agencies or institutions dealing with children. The plan of co-operative supervision has been found good. There is the question whether permits should be issued to all existing agencies and institutions with the understanding that these permits may be annulled if the agencies and institutions do not come up to required standards, or whether license should be granted only to those agencies and institutions already conforming to accepted standards.

Questions raised during the meeting:

- Should Maternity Homes be under the State Board of Health or under the State Board of Charities and Corrections?
- Are there any laws governing infant boarding homes?
- Should they be licensed by the Children's Bureau?
- Does Mr. Schon expect to develop a Boarding Out Department for children? Could this be done in a year? What provisions can be made for the feeble-minded child?
- Could two or more counties unite in the organization of a Joint County Board of Public Welfare?
- Could the State Board of Charities and Corrections appoint a Juvenile Court worker under the Children's Bureau?

POINTS BROUGHT OUT DURING THE DISCUSSION

The Children's Bureau should approve the appointment of Adult Probation Officers.

Counties, which thru poverty or other causes, do not organize County Boards of Public Welfare, will be taken care of by the Children's Bureau.

Social workers in Louisville are confronted daily by the need of a Domestic Relations Court. Such a Court is impossible without a Constitutional Amendment. Dr. O'Brien feels that a Constitutional Convention could accomplish this and other needed measures at the same time. He believes that if all social agencies and civic clubs can be made to see the need of a Constitutional Convention, it can be secured as easily as one Constitutional Amendment.

At the last session of the Legislature, the appointment of County Attendance Officer was made permissive. The consensus of opinion was that this appointment should be compulsory.

In regard to Mother's Pensions, Miss Ingram quoted from the report of the Kentucky Children's Code Commission that Kentucky should have more general knowledge on this subject before attempting legislation. Miss Lenroot advised the Commission to make investigation with a view to legislation two years hence.

Vacation permit makes the enforcement of the Child Labor Law difficult. Strengthening of administration is the greatest need to better the child labor situation.

To Mr. Stell's suggestion that the newspapers provide a supervised recreation room where boys could wait for their papers, Miss Lenroot pointed out that the boys should be in their own homes, since surveys proved conclusively that children under 14 should not be engaged in street trades.

The question of adoption should be studied.

The problem of illegitimacy requires careful study. Miss Lenroot disapproved the recommendation of the Code Commission to substitute "unfiliated" for the term "bastard", saying that the entire law governing illegitimacy is in such a chaotic condition that legislation should be comprehensive rather than for the change of one word. Comprehensive legislation can come only as a result of education and study. Miss Lenroot advised the formation of a Committee to study the problem of the illegitimate child and the unmarried mother, the findings of which Committee should be the basis of future legislation. The Inheritance Law should form a part of this study.

The Question of crippled children was held over to a later meeting.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 9 A.M. Thursday, October 18, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, and Mrs. Bernard Selligman.

Miss Katherine Lanroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. and Mr. Patrick Filburn, State Labor Inspector met with the Commission. Miss Marguerite Marsh, former Secretary of the Consumers League of Louisville, came in during the meeting.

Miss Ingram opened the discussion by saying that the Kentucky Child Welfare Commission expects, at the next legislature, (to recommend the same amendments to the Child Labor Law that were made two years ago by the Kentucky Children's Code Commission. She quoted from the Outline of Legislation for 1922, as follows:-

"CHILD LABOR

- IV. An Act Amending the Child Labor Act by-----
1. Re-writing the section on street trades in such a way as to overcome the legal objections recently upheld against that section.
 2. Requiring the return of duplicate certificates by the issuing officer to the State Department of Labor."

Mr. Filburn endorsed this recommendation. He further discussed needed changes in the Labor Department which he expects to recommend to the Legislature in a report he is now compiling.

Enter Miss Marsh.

MR. FILBURN: One great need of the Labor Department is an increased number of inspectors with greater powers of inspection. At present, my powers are merely advisory. There are in the State, only four inspectors each receiving \$100.00 per month.

More and more the tendency is to refuse to employ a child under 16, because if a child under 16 is working near machinery, even tho it be only an elevator, in case of accident, insurance companies refuse to pay any damages.

The case of the Newport Auto Body Company illustrates this law. The foreman's 18 year old boy was injured by having his two fingers crushed. The foreman quit his job before this happened. He had employed the boy. Nevertheless, the Court of Appeals granted \$7,500.00 damages to the boy.

For this reason, it would be well to advance the age limit to 16 and also require an eighth grade certificate for work, as soon as the community is educated to support this more advanced standing. It was the consensus of opinion that the community is not ready for more advanced legislation as the school system should be improved before this would be possible.

MISS INGRAM: There should be an absolute dove-tailing of child labor and the compulsory attendance law.

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MR. FILBURN: The law forbids children to work in tobacco factories. Tobacco factories to-day are in so much better condition that this law might be changed.

Note: Arrangements were made for Miss Lenroot to visit several local tobacco factories. She reported that she saw no reason for changing the law which prohibits the employment of children in tobacco factories.

MR. FILBURN: The ten-hour day law for women in industry should be made to include those working in office buildings, banks, and railroad offices.

MISS MARSH: To enforce the ten hour law in office buildings, banks and railroad offices would bring opposition from the Business Women's Club and others.

Both the candidates for Governor have favored the Consumers League plan to have a Supervisor of Labor and to re-organize the State Labor Department. Already five state wide women's organizations are backing this measure.

MR. FILBURN: There should be a compulsory school attendance law. The permissive appointment of the County Attendance Officer is a great hardship on rural children. When rural children come to the city nothing can be done with them. They go to school spasmodically and rarely advance farther than the third or fourth grade.

It was brought out in the discussion that the Board of Education should be made to feel its responsibility for mentally deficient and backward children. The Board of Education already has authority to establish special classes for defective children. There should be close co-operation with the Health Department in the choosing of Vocational training. This is a necessary safeguard since many communities are anxious to get rid of their defective children.

It was the consensus of opinion that the Commission should stand back of the recommendations offered by the Consumers League for the re-organization of the State Bureau of Agriculture, Labor and Statistics. These recommendations cover the main features of Mr. Filburn's report.

It was decided to ask Mr. Mackoy to re-draft the marriage law, raising the age to 16 for girls and 18 for boys and providing for five days notice of intention.

The Commission adjourned to attend the meeting of the Board of Workers at the Family Service Organization where Miss Lenroot had been requested to speak.

October 18, 1923. 10:30 a.m. Family Service Organization.

Mr. Linton Swift, President of the Board of Workers, asked Miss Lenroot to cover the following points in her talk :-

1. Mothers Pensions and how administered, whether thru the Juvenile Court, County Committee or State Board.
2. What has generally been agreed upon as an adequate amount of relief.
3. Pre-requisites of Child Placing
4. The Working out of the Juvenile Court

Following is a digest of Miss Lenroot's talk:-

The Children's Bureau is a Bureau under the Department of Labor created by Congress in 1912, for the Welfare of children and the protection of child life. Since the creation of the first Child Welfare Commission in 1911, twenty-eight states have established such Commissions.

Kentucky is one of the four states in the Union that provides no Mothers' Aid. A well administered Mothers' Pensions often prevents the separation of families and the breaking up of homes. Money now spent in maintaining institutions for dependent and neglected children, might be used more advantageously thru a Mothers' Aid Fund. Then the mother forced to assume the responsibility of breadwinner, could with slight assistance, keep her children in the home. Kentucky provides free public education and public health. Why should it deny to its children the greatest of all needs, mother love and family life?

In most cases the Juvenile Court has the administration of Mothers' Pensions. However, State supervision is a vital point. Mothers' Pensions are administered thru various agencies in the different States. New York and Pennsylvania have established separate County Boards which have administered Mothers' Pensions, or Mothers' Aid Laws.

It is not wise to make a uniform standard for relief, because different cases require different treatment and the value of money is constantly changing. Budgets should be worked out by experts. There should be supervision of the family to assist the mother in home management.

Before placing out a child, every effort should be made to keep him in his own home. There is the need for care of children whose homes are temporarily broken. The pre-requisites of good placing out are adequate social, psychological, and psychiatric investigation of the home from which the child comes and the home in which he is to be placed.

Kentucky has not recognized the value of probation. Rural districts lacking Juvenile Courts have almost no facilities for probation. The Juvenile Court should have sufficient jurisdiction to try cases of adults affecting children. A child is entitled to a private, informal hearing, of which the main purpose should be a sympathetic study of his case, rather than a mere determination of whether he is guilty. There should be a home for temporary detention, absolutely apart from the jail, where the child receives a physical and mental examination.

Thursday afternoon, Oct. 18, 1923.

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Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission. Mr. Joseph P. Byers, Commissioner of the State Board of Charities and Corrections, Mr. E.S. Tachau, President of the State Board, and Judge Alex P. Humphrey, member of State Board were present. Mr. Linton B. Swift, Director of the Family Service Organization was also present.

Miss Ingram opened the meeting by explaining the need for a Children's Bureau in Kentucky. She further stated that the logical place for such a Bureau seemed to be under the State Board of Charities and Corrections.

Mr. Byers brought out the need for a body with the authority to make investigation thru inspection and visitation of child caring institutions and to make recommendations to correct existing defects. Such a body would be authorized to/information, financial and otherwise, (require) on uniform blanks. A Children's Bureau would solve the problem. The chief functions of a Children's Bureau would be educational and investigative.

Discussion brought out the fact that the State Board of Charities and Corrections already has all powers necessary for the setting up of a Children's Bureau, except the power of visitation and the machinery to carry out that and other existing powers. Following is the clause quoted from the act creating the State Board:-

"The Board of Charities and Corrections shall study conditions That contribute to anti-social elements and put into effect remedial measures ."

If the Children's Bureau is placed under the State Board it must not be construed as giving more authority to that Board. The point was made that inasmuch as the State Board is a comparatively new organization, it might be unwilling to ask for further responsibility.

For the administration of a children's Bureau, Mr. Byers thought that four people, one director, two assistants and one stenographer, would be necessary, at an estimated expense of \$12,000.00 a year.

A motion was made and carried that a plan be drafted and submitted to the State Board, providing for the creation of a Children's Bureau under the State Board, with local county welfare boards.

Oct. 19, 1923.

MISS LINROOT'S ADDRESS BEFORE
The Executive Session of the Kentucky Federation of Women's Clubs
Phoenix Hotel, Lexington, Ky.

We live in an age of social responsibility. Every member of society is responsible for conditions that breed distress, neglect, poverty and crime. Kentucky has recognized its responsibility in health. Dr. McCormack is placing Kentucky in the lead by his excellent work in the field of maternity and infant mortality.

Kentucky has not yet awakened to its responsibility for child welfare. No state can afford to neglect its children. Money must be spent in one way or another, and the cost of neglect is surely greater than the cost of prevention. The volume of delinquency and adult crime is increased by failure to provide prevention of delinquency in childhood.

The feeble-minded can be trained even to become self-supporting, but such training requires skilled instruction and scientific follow-up work. No amount of education and training can give a feeble-minded child judgement and control, therefore he needs supervision. Kentucky does not meet this problem adequately.

Kentucky does not provide compulsory education for the physically handicapped. Lack of education places these children already handicapped at a still greater disadvantage. Uneducated they are a burden, whereas education would make them self supporting. The expense to the community of supporting its crippled, blind, and deaf is much greater than would be the cost of training them in the beginning to earn their own living.

I seem to talk a great deal about expense. I have learned that expense is ever an important item. However in the case of the physically handicapped we must consider the cost in human suffering. Why should these unfortunate ones be forced to feel themselves a burden?

There is no state wide agency in Kentucky for the care of children. More than half the states in the union have established children's bureaus. These Bureaus, like the Federal Children's Bureau are primarily educational. They stand as leaders learning the experiments of others and passing on the results. Such a state agency is a fact finding body with the power to visit all institutions and agencies caring for children and to advise with them.

County Boards of Welfare are most effective as units of local administration. They have been established successfully in many states.

I close as I began by saying that we live in an age of social responsibility, where each is responsible for every social problem.

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The first question to come up was whether two or more counties might unite in establishing a joint Board of County Welfare. Dr. Veech was consulted.

Dr. Veech: In Counties that have good roads, finances will permit of separate county child welfare boards. In the other counties, the roads are too bad to permit a joint County Board to function. Rural counties must be educated to see the need for such Boards before they will finance them. This is a slow process. In those counties where I have organized Boards of Welfare or Health Leagues, couldn't they take over the Child Welfare program?

Mr. Stoll: Couldn't the same people serve on both Boards?

Enter Mr. Ellis, so the question was dropped for the present.

Mr. Ellis: I represent Mr. John E. Sullivan, President of the Kentucky Society for Crippled Children. Our State Society for Crippled Children is affiliated with the National Society. Rotary is the sponsor and all executives are Rotarians. But Rotary does not wish to monopolize. We invite co-operation.

Our object is to influence legislation. The task is too big to be done any other way. We have a legislative Committee at present working on the politicians. Meanwhile we are caring for a few children thru private means. We expect to have no paid officers except perhaps one secretary.

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Dr. Veech: I think the State Board of Charities and Corrections should approve the appointment of a paid worker.

Mr. Stoll: As the power of the State Board of Charities and Corrections is increased the danger of an inefficient Board becomes greater.

The County Board might be bi-partisan to prevent the Board becoming a mere political machine.

There was some discussion as to the feasibility of a bi-partisan County organization. The political situation in Kentucky where certain counties are almost wholly Democratic while others are equally strongly Republican argues against a bi-partisan County plan. Also it was brought out that in using the term "bi-partisan" attention would be directed to a political issue where none exists. Therefore it was decided best to ignore the existence of political parties and to try to make the Children's Bureau and the County Welfare Boards so successful that they will stand beyond the reach of any political power.

The Question of Mental Hygiene came up for discussion,--whether it would be advisable to try and set up a mental hygiene clinic at this time, or to wait until the Children's Bureau is firmly established.

Dr. O'Brien: Mental Hygiene can best be worked out thru the flying clinic in connection with Dr. Veech's Clinic. The difficulty in set-up will not be great. Various groups can contribute a nurse, doctor, social worker etc. It can be worked out under the Board of Health.

Dr. Veech: The stigma of implied mental deficiency has not been entirely disassociated from mental tests. Therefore I agree with Dr. O'Brien that the flying clinic would be more desirable than one connected with some State institution.

Dr. O'Brien: The clinic will be primarily for children. Since there is a stigma on Mental Hygiene, we must go slowly and educate the people to an appreciation of the flying clinic. It can be established to co-operate with existant clinics and receive cases sent by them.

The flying clinic would weed out a great many early cases which taken in time are curable. It would help in solving the problem of delinquency and institutional care. Ninety percent of the school children are normal. The ten percent that are abnormal fill our institutions. We ignore them until we are forced to pay for them in the institutions.

I would like for the Commission to recommend to the legislature the establishment of at least a flying clinic to begin the program of mental hygiene.

Mr. Stoll: The logical place for the flying clinic is under the Children's Bureau.

Enter Mr. Hughes.

Mr. Hughes: Several years ago I was Secretary for a Child Welfare Committee of the Community Council. We considered the subject of illegitimacy but made no extended study of it. Mrs. Dodd in charge of the Susan Speed Davis Home prepared a paper which might prove interesting to you if it could be located. However, she touched only the high spots emphasizing the importance of protecting the illegitimate child, the progress made by other countries in handling the problem and the caution not to make the pathway of parents too easy. She gave no local facts, merely a general comparison of Kentucky with other states.

Declaring himself no longer interested in the subject, Mr. Hughes left the Conference.

Miss Lenroot: Beginning in 1913 in Massachusetts there has been very good legislation on illegitimacy. Kentucky's law is old and decidedly out of date.

There might be a Conference on Illegitimacy in Louisville composed of representatives from various groups. There could be Committees on Vital Statistics, on Courts to study the Court Procedure, and on Case Work to study actual conditions in certain cases.

Dr. Veech: There should be someone responsible for the babies in such cases.

Miss Lenroot: Advertisements for adoption should be prohibited. No person should receive a child for adoption without investigation.

Dr. Veech: There should be a law to prevent the placing of a child with no permission or authority. The State should be responsible.

Miss Lenroot: The adoption law should include investigation and there should be no adoption without the consent of the Children's Bureau. Transfer of custody and guardianship should not be possible without a Court Order and the consent of the Children's Bureau.

Dr. O'Brien: All these things will emphasize the need of a Children's Bureau. Once the Bureau is established these smaller problems can be worked out. Survey work has taught me one thing-- we must distinguish between an ideal and a practical program. The Commission must adopt a practical program, one that our State is ready for.

Miss Lenroot: The most important things are the Children's Bureau and the County Boards of Welfare. The minor things can be secured without much effort. The Commission should prepare a practical working program, stressing the Children's Bureau. The Flying Clinic and Probation should be part of the work of the Children's Bureau under the State Board. The Children's Bureau should cooperate with the Board of Health in establishing the flying clinic.

Dr. O'Brien who had previously that the flying clinic required special legislation agreed with Miss Lenroot, while those who had felt the need of a Probation Commission concurred in her opinion that it is not expedient at this time.

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Miss Lenroot: The Commission should propose a law permitting the appointment of adult probation officers and not fixing a limit on the salaries of any probation officers.

It was commonly agreed that there should be no transfer of cases from the Juvenile Court to the Circuit Court. The County should not have to pay for children at Greendale.

Miss Lenroot: The way in which this law has worked out is an excellent argument for social education in the counties. The Counties were sending so many cases to Greendale that as a check upon them a law was passed requiring a payment of \$100.00 for each child committed. The Counties, forced to pay for every child committed thru the Juvenile Court, began to transfer such cases to the Circuit Court in order to avoid payment. Thus the law has worked out very badly, and the children have been the ones to suffer.

Dr. O'Brien brought up the subject of a Constitutional Convention. Miss Lenroot suggested that since this idea is not popular, it might prove detrimental if included in the Commission's Legislative Program.

Dr. O'Brien: I believe we can get the support of the Women's Clubs, the Hooday Clubs and the lawyers. With their support I see no reason why a Constitutional Convention cannot be secured. In our report to the Legislature let us have a clause saying that "inasmuch as Kentucky needs a Court of Domestic Relations, definite reforms in education and in other fields, the Commission suggests for the solution of these problems, a Constitutional Convention."

The meeting was adjourned at 6 p.m.

The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 426 S. First Street, Louisville, Kentucky, at 9:45 a.m. Sunday, October 21, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Miss Frances Jewell, Miss Linda Neville, and Mr. John Smith.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

Mother's Aid was the first question for discussion.

Miss Lenroot: Could a Mother's Aid Act be passed for Louisville only?

Mr. Smith: In England, laws are frequently passed to take effect three years from date. Kentucky might pass a Mother's Aid Law in this way.

After some discussion as to how Kentucky can best solve its recreational problem, it was unanimously decided to endorse the recommendation of the Code Commission, namely that Kentucky should pass a Home Rule Recreation Act similar to the one passed last year by Illinois permitting every city and town to establish a recreational program.

Miss Jewell, Miss Neville and Mr. Smith read over the minutes of the previous meetings at which they had not been present so that they might acquaint themselves with proceedings thus far. They made the following comments:

Mr. Smith: The Children's Bureau should supervise all child placing institutions and adoption proceedings. It will be as easy to secure legislation for a Bureau with supervisory powers as to have those powers added to the Bureau later.

To Mr. Smith's comment that the Bureau might not function well under the present State Board, Miss Lenroot suggested the creation of an independent Children's Bureau composed of representatives from the Board of Education, State Board of Health and the State Board of Charities and Corrections and general representation.

It was generally agreed that there should be no transfer of cases from the Juvenile Court to the Circuit Court, but while Miss Jewell felt that the \$100.00 payment should be removed, Mr. Smith held that it served as a check on the county and as such should remain. Miss Lenroot pointed out that delinquency is a State problem and should be a State expense.

Miss Neville: Legislation is necessary for the establishment of Conservation of Vision Glasses because they require specially made text books which cannot be bought under the present Kentucky Law. There is but one firm in the United States which publishes these books therefore they cannot be bought under the existing system of competitive bidding. Kentucky should adopt a compulsory law for the blind, similar to the one for the deaf.

The possible appropriation from the Legislature for the benefit of the crippled children will be small. The best way to handle the situation would be thru a paid worker to do the actual field

Sunday, Oct. 21, 1923.

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work. Public Health Nurses are greatly in need of education on this subject. As they find the crippled children, they try to have them cared for, but too often they are unfamiliar with State facilities and the proper information as to how to proceed with the case. Where there are no nurses, the children are not cared for. Crippled children should not be committed thru the courts. A voluntary commitment by the parent is the much better plan. The paid worker could do much in education, not only for the crippled but for all defective children.

Mr. Smith: A revival of the Commonwealth Council would be most beneficial at this time. The Commonwealth Council representing all State organizations did effective work in 1920, with Dr. McVey as President.

Miss Ingram: A request for reorganization could come from the present President of the Conference of Social Workers. The Commonwealth Council should be a clearing house for proposed bills from all organizations.

Miss Jewell agreed to talk to Dr. McVey about the Council, and Miss Ingram agreed to interview Miss Warren, Secretary of the Conference of Social Workers.

The Filson Historical Society

2546

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 2:15 p.m. Sunday, Oct. 21, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Miss Frances Jewell, Miss Linda Neville, Dr. Frank J. O'Brien, Mr. John Smith and Mr. George Stoll.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

The following plan for a County Child Welfare Board was discussed and unanimously adopted section by section:

County Child Welfare Board

Section 1. The Fiscal Court or the Commissioners of any County, with the advice and assistance of the Kentucky State Board of Charities and Corrections, may establish for such County a Child Welfare Board. For the purpose of establishing such a Board, the County Judge shall submit to the State Board of Charities and Corrections a list of nine persons, or if the County be one containing a city of the first or second class, fifteen persons, including representatives of both sexes. From this list the State Board shall recommend three persons, or if the County be one containing a city of the first or second class, five persons, who shall then be appointed by the County Judge. The appointive members, together with the County Judge and the Superintendent of County Schools, shall constitute a Child Welfare Board for the County. Both sexes shall be represented in the membership of the Board. The original appointive members shall serve for one, two, and three years respectively, or if five members are appointed, one for one year, two for two years, and two for three years. Thereafter all appointive members shall serve for three years or until their lawfully appointed successors have been duly qualified. The members shall serve without compensation, but may be reimbursed for all necessary expenses incurred in attendance upon Board meetings or for other expense incurred in the discharge of their official duties.

Section 2. The County Child Welfare Board shall have office room or desk room in the Court House at the County Seat and shall hold an annual meeting, monthly meetings, and such special meetings as may be deemed necessary. The Board shall elect annually from its membership a chairman and a secretary. Full records of all the proceedings and transactions of the County Child Welfare Board shall be kept in the place where County archives are kept and shall be open to inspection at any time by the members of the Fiscal Court or by the County Commissioners of the County, and by the Kentucky State Board of Charities and Corrections or any accredited representative thereof. The Fiscal year of each County Child Welfare Board shall be the same as the fiscal year of the Fiscal Court or the County Commissioners of that County.

Section 3. The County Child Welfare Board shall have the authority to appoint an executive officer, whose qualifications for the position shall have been approved by the Kentucky State Board of Charities and Corrections and who shall be known as the Executive Secretary of the Board. The Executive Secretary may hold other positions, the duties of which may be performed in connection with his or her duties as Secretary. The Executive

The following plan providing for a Children's Bureau under the State Board was endorsed by the Commission:-

STATE CHILDREN'S BUREAU

WHEREAS, the law creating the State Board of Charities and Corrections (Carroll's Kentucky Statutes, 1922, Ch.16, Art.1) declares it to be the duty of the Board to study the sources and causes of crime, delinquency, and dependency, and as far as possible to suggest and put into effect such remedial measures as may be of benefit to the Commonwealth in the prevention and ultimate eradication of anti-social acts and conditions,

and WHEREAS, the promotion of child welfare offers the most effective means for the prevention of delinquency, dependency and other anti-social conditions,

THEREFORE, be it enacted that section 216 a 3 (a) be amended by the insertion of a new clause to read as follows:

For the purpose of carrying out the duties specified in section 216 a 3(a) the Kentucky State Board of Charities and Corrections is hereby authorized to establish under the direction of the Commissioner of Public Institutions, a Children's Bureau, to employ a director of the Bureau and such assistants as the Board may deem necessary, and to fix the compensation of the Director and assistants.

The Board thru visitation by its members or thru its Children's Bureau shall inform itself regarding the children under the care of each State, County, municipal or other institutions, agency or association, public or private, incorporated or otherwise, receiving or caring for children, and regarding the children under care of any individual receiving for gain or reward two or more children not related by blood or marriage. And these various institutions and agencies shall be required to permit such visitation for the purpose of getting the necessary information and in addition, the Board may require from such institutions, agencies, associations or individuals such information and reports as it may deem necessary. The Bureau shall assist in the establishment of County Child Welfare Boards and shall cooperate with such Boards as may have been established, and with all agencies, institutions and association concerned with the welfare of children.

For the purpose of carrying out the provisions of this act there is hereby appropriated to the Board of Charities and Corrections the sum of annually or so much thereof as may be necessary to pay the salaries and expenses of the staff of the Children's Bureau and such other expenses as may be incident to the performance of its duties and not otherwise provided for.

Miss Neville consented to act as representative for the Commission and to present to the State Board of Charities and Corrections at their next meeting, Monday, October 29, the above plan, providing for a Children's Bureau under the State Board of Charities with local County Welfare Boards. It was left to Miss Neville's discretion to take up with the Board the question of license.

The meeting adjourned at 6:15.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 426 S. First Street, Louisville, Kentucky, at 9:45 a.m. Sunday, October 21, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman presiding, Miss Frances Jewell, Miss Londa Neville, and Mr. John Smith.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

Mother's Aid was the first question for discussion.

Miss Lenroot: Could a Mother's Aid Act be passed for Louisville only?

Mr. Smith: In England laws are frequently passed to take effect three years from date. Kentucky might pass a Mother's Aid law in this way.

After some discussion as to how Kentucky can best solve its recreational problem, it was unanimously decided to endorse the recommendation of the Code Commission, namely that Kentucky should pass a Home Rule Recreation Act similar to the one passed last year by Illinois permitting every city and town to establish a recreational program.

Miss Jewell, Miss Neville and Mr. Smith read over the minutes of the previous meetings at which they had not been present so that they might acquaint themselves with proceedings thus far. They made the following comments:

Mr. Smith: The Children's Bureau should supervise all child-placing institutions and adoption proceedings. It will be as easy to secure legislation for a Bureau with supervisory powers as to have those powers added to the Bureau later.

To Mr. Smith's comment that the Bureau might not function well under the present State Board Miss Lenroot suggested the creation of an independent Children's Bureau composed of representatives from the Board of Education, State Board of Health and the State Board of Charities and Corrections and general representation.

It was generally agreed that there should be no transfer of cases from the Juvenile Court to the Circuit Court, but while Miss Jewell felt the \$100.00 payment should be removed Mr. Smith held that it served as a check on the county and as such should remain. Miss Lenroot pointed out that delinquency is a State problem and should be a state expense.

Miss Neville: Legislation is necessary for the establishment of Conservation of Vision Classes because they require specially made text books which cannot be bought under the present Kentucky law. There is but one firm in the United States which publishes these books therefore they cannot be bought under the existing system of competitive bidding. Kentucky should adopt a compulsory law for the blind, similar to the one for the deaf.

The possible appropriation from the Legislature for the benefit of the crippled children will be small. The best way to handle the situation would be thru a paid worker to do the actual field

Sunday, Oct. 21, 1923.

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work. Public Health Nurses are greatly in need of education on this subject. As they find the crippled children they try to have them cared for, but too often they are unfamiliar with State facilities and the proper information as to how to proceed with the case. Where there are no nurses the children are not cared for. Crippled children should not be committed thru the courts. A voluntary commitment by the parent is the much better plan. The paid worker could do much in education, not only for the crippled but for all defective children.

Mr. Smith: A revival of the Commonwealth Council would be most beneficial at this time. The Commonwealth Council representing all State organizations did effective work in 1920, with Dr. McVey as President.

Miss Ingram: A request for reorganization could come from the present President of the Conference of Social Workers. The Commonwealth Council should be a clearing house for proposed bills from all organizations.

Miss Jewell agreed to talk to Dr. McVey about the Council, and Miss Ingram agreed to interview Miss Warren, Secretary of the Conference of Social Workers.

The Filson Historical Society

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Sunday, Oct. 21, 1923.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 2:15 p.m. Sunday, Oct. 21, 1923.

Members of the Commission present were: Miss Frances Ingran, Chairman presiding, Miss Frances Jewell, Miss Linda Nevelle, Dr. Frank J. O'Brien, Mr. John Smith and Mr. George Stell.

Miss Katherine Lanroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

The following plan for a County Child Welfare Board was discussed and unanimously adopted section by section:

County Child Welfare Board

Section 1. The Fiscal Court or the Commissioners of any County, with the advice and assistance of the Kentucky State Board of Charities and Corrections, may establish for such County a Child Welfare Board. For the purpose of establishing such a Board, the County Judge shall submit to the State Board of Charities and Corrections a list of nine persons, or if the County be one containing a city of the first or second class, fifteen persons, including representatives of both sexes. From this list the State Board shall recommend three persons, or if the County be one containing a city of the first or second class, five persons, who shall then be appointed by the County Judge. The appointive members, together with the County Judge and the Superintendent of County Schools, shall constitute a Child Welfare Board for the County. Both sexes shall be represented in the membership of the Board. The original appointive members shall serve for one, two, and three years respectively, or if five members are appointed, one for one year, two for two years, and two for three years. Thereafter all appointive members shall serve for three years or until their lawfully appointed successors have been duly qualified. The members shall serve without compensation, but may be reimbursed for all necessary expenses incurred in attendance upon Board meetings or for other expense incurred in the discharge of their official duties.

Section 2. The County Child Welfare Board shall have office room or desk room in the Court House at the County Seat and shall hold an annual meeting, monthly meetings, and such special meetings as may be deemed necessary. The Board shall elect annually from its membership a chairman and a secretary. Full records of all the proceedings and transactions of the County Child Welfare Board shall be kept in the place where County archives are kept and shall be open to inspection at any time by the members of the Fiscal Court or by the County Commissioners of the County, and by the Kentucky State Board of Charities and Corrections or any accredited representative thereof. The Fiscal year of each County Child Welfare Board shall be the same as the fiscal year of the Fiscal Court or the County Commissioners of that County.

Section 3. The County Child Welfare Board shall have the authority to appoint an executive officer, whose qualifications for the position shall have been approved by the Kentucky State Board of Charities and Corrections and who shall be known as the Executive Secretary of the Board. The Executive Secretary may hold other positions, the duties of which may be performed in connection with his or her duties as Secretary. The Executive

Secretary shall have the salary which may be fixed by the County Child Welfare Board and shall serve during its pleasure. The executive secretary may appoint such properly trained assistants as may be authorized and approved by the County Child Welfare Board, at such salaries as may be designated by it. The County Child Welfare Board is authorized to pay, out of such sums as may be appropriated to its use by the fiscal court of the county, the salaries of its Executive Secretary and his or her assistants, and the necessary traveling expenses of its members, Executive Secretary, and other agents, and such other expenses as are incidental to the discharge of its lawful duties. The County Child Welfare Boards of two or more Counties, with the approval of the fiscal courts of their respective counties, may unite in the employment of an Executive Secretary and such other assistants as may be deemed necessary, and shall agree together upon the part of the total expense which each County Child Welfare Board shall pay.

Section 4. The duties of the County Child Welfare Board shall be:

- (a) To investigate any case of neglect or abuse of children and to bring the circumstances connected therewith whenever necessary to the attention of the proper court.
- (b) To search out and to make suitable provision for crippled, blind, deaf mute or other handicapped children.
- (c) To investigate the circumstances of feeble-minded children and whenever possible to make arrangement for their suitable care.
- (d) To assist in the enforcement of the compulsory education law.
- (e) To act as Probation and Parole Officers for courts that have chosen no special officers for that work.
- (f) To make such investigations and perform such other service pertaining to children as may be requested by the Fiscal Court or the County Judge.
- (g) To assist the Kentucky State Board of Charities and Corrections in the administrative performance of its duties with reference to children, and to perform such services as may be requested by the State Board.
- (h) To make an annual report to the State Board of Charities and Corrections and specific recommendation as to the needs of children in their respective counties.

Sunday, 2:15, p.m. Oct. 21, 1923.

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There was much discussion upon the subject of whether the Children's Bureau should be given the power to license institutions. Mr. Smith felt that the request for license would rouse two great classes of opposition: (1) the denominational institutions with poor standards and (2) and good institutions suspicious of interference. It was finally agreed that a Bureau without license power would be better than no Bureau at all and while license was the ideal, visitation would probably be the feasible thing for which to strive at the present time.

The following plan providing for a Children's Bureau under the State Board was endorsed by the Commission:-

STATE CHILDREN'S BUREAU

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Sunday, 2:15 p.m. Oct. 21, 1923.

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The meeting adjourned at 6:15.

The Filson Historical Society

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A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 433 S. First Street, Louisville, Kentucky, at 9:45 a.m. Sunday, October 21, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman presiding, Miss Frances Jewell, Miss Londa Neville, and Dr. John Smith.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

Mother's Aid was the first question for discussion.

Miss Lenroot: Could a Mother's Aid Act be passed for Louisville only?

Dr. Smith: In England laws are frequently passed to take effect three years from date. Kentucky might pass a Mother's Aid law in this way.

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Miss Jewell, Miss Neville and Dr. Smith read over the minutes of the previous meetings at which they had not been present so that they might acquaint themselves with the proceedings thus far. They made the following comments:

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Sunday, Oct. 31, 1923.

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Miss Ingram: A request for reorganization could come from the present President of the Conference of Social Workers. The Commonwealth Council should be a clearing house for proposed bills from all organizations.

Miss Jewell agreed to talk to Dr. McVey about the Council, and Miss Ingram agreed to interview Miss Warren, Secretary of the Conference of Social Workers.

The Filson Historical Society

Sunday, Oct. 21, 1923.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 425 S. First Street, Louisville, Kentucky, at 2:15 p.m. Sunday, Oct. 21, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman presiding, Miss Frances Jewell, Miss Linda Bevalle, Dr. Frank J. O'Brien, Dr. John Smith and Dr. George Stell.

Miss Katherine Lamroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

The following plan for a County Child Welfare Board was discussed and unanimously adopted section by section:

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- (a) To investigate any case of neglect or abuse of children and to bring the circumstances connected therewith whenever necessary to the attention of the proper court.
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- (c) To investigate the circumstances of feeble-minded children and whenever possible to make arrangement for their suitable care.
- (d) To assist in the enforcement of the compulsory education law.
- (e) To act as Probation and Parole Officers for courts that have chosen no special officers for that work.
- (f) To make such investigations and perform such other service pertaining to children as may be requested by the Fiscal Court or the County Judge.
- (g) To assist the Kentucky State Board of Charities and Corrections in the administrative performance of its duties with reference to children, and to perform such services as may be requested by the State Board.
- (h) To make an annual report to the State Board of Charities and Corrections and specific recommendations as to the needs of children in their respective counties.

Sunday, 2:15, p.m. Oct. 21, 1923.

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There was much discussion upon the subject of whether the Children's Bureau should be given the power to license institutions. Mr. Smith felt that the request for license would rouse two great classes of opposition: (1) the denominational institutions with poor standards and (2) and good institutions suspicious of interference. It was finally agreed that a Bureau without license power would be better than no Bureau at all and while license was the ideal, visitation would probably be the feasible thing for which to strive at the present time.

The following plan providing for a Children's Bureau under the State Board was endorsed by the Commission:-

STATE CHILDREN'S BUREAU

WHEREAS, the law creating the State Board of Charities and Corrections (Carroll's Kentucky Statutes, 1923, Ch. 16, Art. 1) declares it to be the duty of the Board to study the sources and causes of crime, delinquency, and dependency, and as far as possible to suggest and put into effect such remedial measures as may be of benefit to the commonwealth in the prevention and ultimate eradication of anti-social acts and conditions,

and WHEREAS, the promotion of child welfare offers a most effective means for the prevention of delinquency, dependency and other anti-social conditions,

THEREFORE, be it enacted that section 216 a 3 (a) be amended by the insertion of a new clause to read as follows:

For the purpose of carrying out the duties specified in section 216 a 3 (a) the Kentucky State Board of Charities and Corrections is hereby authorized to establish under the direction of the Commissioner of Public Institutions, a Children's Bureau, to employ a director of the Bureau and such assistants as the Board may deem necessary, and to fix the compensation of the Director and assistants.

The Board thru visitation by its members or thru its Children's Bureau shall inform itself regarding the children under the care of each State, County, Municipal or other institution agency or association, public or private, incorporated or otherwise, receiving or caring for children, and regarding the children under care of any individual receiving for gain or reward two or more children not related by blood or marriage. And these various institutions or agencies shall be required to permit such visitation for the purpose of getting the necessary information and in addition, the Board may require from such institutions, agencies, associations or individuals such information and reports as it may deem necessary. The Bureau shall assist in the establishment of County Child Welfare Boards and shall cooperate with such Boards as may have been established, and with all agencies, institutions and associations concerned with the welfare of children.

For the purpose of carrying out the provisions of this act there is hereby appropriated to the Board of Charities and Corrections the sum of annually or so much thereof as may be necessary to pay the salaries and expenses of the staff of the Children's Bureau and such other expenses as may be incident to the performance of its duties and not otherwise provided for.

Sunday, 2:15 p.m. Oct. 21, 1923.

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Miss Neville consented to act as representative for the Commission and to present to the State Board of Charities and Corrections at their next meeting, Monday, October 29, the above plan, providing for a Children's Bureau under the State Board with local County Welfare Boards. It was left to Miss Neville's discretion to take up with the Board the question of license.

The meeting adjourned at 6:15.

The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 9:45 a.m. Sunday, October 21, 1923.

Members of the Commission present were Miss Frances Ingram, Chairman presiding, Miss Frances Jewell, Miss Londa Neville, and Mr. John Smith.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

Mother's Aid was the first question for discussion.

Miss Lenroot: Could a Mother's Aid Act be passed for Louisville only?

Mr. Smith: In England laws are frequently passed to take effect three years from date. Kentucky might pass a Mother's Aid law in this way.

After some discussion as to how Kentucky can best solve its recreational problem, it was unanimously decided to endorse the recommendation of the Code Commission, namely that Kentucky should pass a Home Rule Recreation Act similar to the one passed last year by Illinois, permitting every city and town to establish a recreational program.

Miss Jewell, Miss Neville and Mr. Smith read over the minutes of the previous meetings at which they had not been present so that they might acquaint themselves with proceedings thus far. They made the following comments:

Mr. Smith: The Children's Bureau should supervise all child-placing institutions and adoption proceedings. It will be as easy to secure legislation for a Bureau with supervisory powers as to have those powers added to the Bureau later.

To Mr. Smith's comment that the Bureau might not function well under the present State Board Miss Lenroot suggested the creation of an independent Children's Bureau composed of representatives from the Board of Education, State Board of Health and the State Board of Charities and Corrections and general representation.

It was generally agreed that there should be no transfer of cases from the Juvenile Court to the Circuit Court, but while Miss Jewell felt the \$100.00 payment should be removed Mr. Smith held that it served as a check on the county and as such should remain. Miss Lenroot pointed out that delinquency is a State problem and should be a state expense.

Miss Neville: Legislation is necessary for the establishment of Conservation of Vision Classes because they require specially made text books which cannot be bought under the present Kentucky law. There is but one firm in the United States which publishes these books therefore they cannot be bought under the existing system of competitive bidding. Kentucky should adopt a compulsory law for the blind, similar to the one for the deaf.

The possible appropriation from the Legislature for the benefit of the crippled children will be small. The best way to handle the situation would be thru a paid worker to do the actual field

Sunday, Oct. 21, 1923.

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work. Public Health Nurses are greatly in need of education on this subject. As they find the crippled children they try to have them cared for, but too often they are unfamiliar with State facilities and the proper information as to how to proceed with the case. Where there are no nurses the children are not cared for. Crippled children should not be committed thru the courts. A voluntary commitment by the parent is the much better plan. The paid worker could do much in education, not only for the crippled but for all defective children.

Mr. Smith: A revival of the Commonwealth Council would be most beneficial at this time. The Commonwealth Council representing all State organizations did effective work in 1920, with Dr. McVey as President.

Miss Ingram: A request for reorganization could come from the present President of the Conference of Social Workers. The Commonwealth Council should be a clearing house for proposed bills from all organizations.

Miss Jewell agreed to talk to Dr. McVey about the Council, and Miss Ingram agreed to interview Miss Warren, Secretary of the Conference of Social Workers.

The Filson Historical Society

Sunday, Oct. 21, 1923.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 2:15 p.m. Sunday, Oct. 21, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman presiding, Miss Frances Jewell, Miss Linda Neville, Dr. Frank J. O'Brien, Mr. John Smith and Mr. George Stoll.

Miss Katherine Lanroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission.

The following plan for a County Child Welfare Board was discussed and unanimously adopted section by section:

County Child Welfare Board

Section 1. The Fiscal Court or the Commissioners of any County, with the advice and assistance of the Kentucky State Board of Charities and Corrections, may establish for such County a Child Welfare Board. For the purpose of establishing such a Board, the County Judge shall submit to the State Board of Charities and Corrections a list of nine persons, or if the County be one containing a city of the first or second class, fifteen persons, including representatives of both sexes. From this list the State Board shall recommend three persons, or if the County be one containing a city of the first or second class, five persons, who shall then be appointed by the County Judge. The appointive members, together with the County Judge and the Superintendent of County Schools, shall constitute a Child Welfare Board for the County. Both sexes shall be represented in the membership of the Board. The original appointive members shall serve for one, two, and three years respectively, or if five members are appointed, one for one year, two for two year, and two for three years. Thereafter all appointive members shall serve for three years or until their lawfully appointed successors have been duly qualified. The members shall serve without compensation, but may be reimbursed for all necessary expenses incurred in attendance upon Board meetings or for other expense incurred in the discharge of their official duties.

Section 2. The County Child Welfare Board shall have office room or desk room in the Court House at the County Seat and shall hold an annual meeting, monthly meetings, and such special meetings as may be deemed necessary. The Board shall elect annually from its membership a chairman and a secretary. Full records of all the proceedings and transactions of the County Child Welfare Board shall be kept in the place where County archives are kept and shall be open to inspection at any time by the members of the Fiscal Court or by the County Commissioners of the County, and by the Kentucky State Board of Charities and Corrections or any accredited representative thereof. The fiscal year of each County Child Welfare Board shall be the same as the fiscal year of the Fiscal Court or the County Commissioners of that County.

Section 3. The County Child Welfare Board shall have the authority to appoint an executive officer, whose qualifications for the position shall have been approved by the Kentucky State Board of Charities and Corrections and who shall be known as the Executive Secretary of the Board. The Executive Secretary may hold other positions, the duties of which may be performed in connection with his or her duties as Secretary. The Executive

Secretary shall have the salary which may be fixed by the County Child Welfare Board and shall serve during its pleasure. The executive secretary may appoint such properly trained assistants as may be authorized and approved by the County Child Welfare Board, at such salaries as may be designated by it. The County Child Welfare Board is authorized to pay, out of such sums as may be appropriated to its use by the fiscal court of the county, the salaries of its Executive Secretary and his or her assistants, and the necessary traveling expenses of its members, Executive Secretary, and other agents, and such other expenses as are incidental to the discharge of its lawful duties. The County Child Welfare Boards of two or more Counties, with the approval of the fiscal courts of their respective counties, may unite in the employment of an Executive Secretary and such other assistants as may be deemed necessary, and shall agree together upon the part of the total expense which each County Child Welfare Board shall pay.

Section 4. The duties of the County Child Welfare Board shall be:

- (a) To investigate any case of neglect or abuse of children and to bring the circumstances connected therewith whenever necessary to the attention of the proper court.
- (b) To search out and to make suitable provision for crippled, blind, deaf mute or other handicapped children.
- (c) To investigate the circumstances of feeble-minded children and whenever possible to make arrangement for their suitable care.
- (d) To assist in the enforcement of the compulsory education law.
- (e) To act as Probation and Parole Officers for courts that have chosen no special officers for that work.
- (f) To make such investigations and perform such other service pertaining to children as may be requested by the Fiscal Court or the County Judge.
- (g) To assist the Kentucky State Board of Charities and Corrections in the administrative performance of its duties with reference to children, and to perform such services as may be requested by the State Board.
- (h) To make an annual report to the State Board of Charities and Corrections and specific recommendation as to the needs of children in their respective counties.

There was much discussion upon the subject of whether the Children's Bureau should be given the power to license institutions. Mr. Smith felt that the request for license would rouse two great classes of opposition: (1) the denominational institutions with poor standards and (2) and good institutions suspicious of interference. It was finally agreed that a Bureau without license power would be better than no Bureau at all and while license was the ideal, visitation would probably be the feasible thing for which to strive at the present time.

The following plan providing for a Children's Bureau under the State Board was endorsed by the Commission:-

STATE CHILDREN'S BUREAU

WHEREAS, the law creating the State Board of Charities and Corrections (Carroll's Kentucky Statutes, 1922, Ch. 16, Art. 1) declares it to be the duty of the Board to study the sources and causes of crime, delinquency, and dependency, and as far as possible to suggest and put into effect such remedial measures as may be of benefit to the Commonwealth in the prevention and ultimate eradication of anti-social acts and conditions,

and WHEREAS, the promotion of child welfare offers a most effective means for the prevention of delinquency, dependency and other anti-social conditions,

THEREFORE, be it enacted that section 216 a 3 (a) be amended by the insertion of a new clause to read as follows:

For the purpose of carrying out the duties specified in section 216 a 3 (a) the Kentucky State Board of Charities and Corrections is hereby authorized to establish under the direction of the Commissioner of Public Institutions, a Children's Bureau, to employ a director of the Bureau and such assistants as the Board may deem necessary, and to fix the compensation of the Director and assistants.

The Board thru visitation by its members or thru its Children's Bureau shall inform itself regarding the children under the care of each State, County, Municipal or other institution agency or association, public or private, incorporated or otherwise, receiving or caring for children, and regarding the children under care of any individual receiving for gain or reward two or more children not related by blood or marriage. And these various institutions or agencies shall be required to permit such visitation for the purpose of getting the necessary information and in addition, the Board may require from such institutions, agencies, associations or individuals such information and reports as it may deem necessary. The Bureau shall assist in the establishment of County Child Welfare Boards and shall cooperate with such Boards as may have been established, and with all agencies, institutions and associations concerned with the welfare of children.

For the purpose of carrying out the provisions of this act there is hereby appropriated to the Board of Charities and Corrections the sum of annually or so much thereof as may be necessary to pay the salaries and expenses of the staff of the Children's Bureau and such other expenses as may be incident to the performance of its duties and not otherwise provided for.

Sunday, 3:15 p.m. Oct. 21, 1933.

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Miss Neville consented to act as representative for the Commission and to present to the State Board of Charities and Corrections at their next meeting, Monday, October 29, the above plan, providing for a Children's Bureau under the State Board with local County Welfare Boards. It was left to Miss Neville's discretion to take up with the Board the question of license.

The meeting adjourned at 6:15.

The Filson Historical Society

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Secretary shall have the salary which may be fixed by the County Child Welfare Board and shall serve during its pleasure. The executive secretary may appoint such properly trained assistants as may be authorized and approved by the County Child Welfare Board, at such salaries as may be designated by it. The County Child Welfare Board is authorized to pay, out of such sums as may be appropriated to its use by the fiscal court of the county, the salaries of its Executive Secretary and his or her assistants, and the necessary traveling expenses of its members, Executive Secretary, and other agents, and such other expenses as are incidental to the discharge of its lawful duties. The County Child Welfare Boards of two or more Counties, with the approval of the fiscal courts of their respective counties, may unite in the employment of an Executive Secretary and such other assistants as may be deemed necessary, and shall agree together upon the part of the total expense which each County Child Welfare Board shall pay.

Section 4. The duties of the County Child Welfare Board shall be:

- (a) To investigate any case of neglect or abuse of children and to bring the circumstances connected therewith whenever necessary to the attention of the proper court.
- (b) To search out and to make suitable provision for crippled, blind, deaf mute or other handicapped children.
- (c) To investigate the circumstances of feeble-minded children and whenever possible to make arrangement for their suitable care.
- (d) To assist in the enforcement of the compulsory education law.
- (e) To act as Probation and Parole Officers for courts that have chosen no special officers for that work.
- (f) To make such investigations and perform such other service pertaining to children as may be requested by the Fiscal Court or the County Judge.
- (g) To assist the Kentucky State Board of Charities and Corrections in the administrative performance of its duties with reference to children, and to perform such services as may be requested by the State Board.
- (h) To make an annual report to the State Board of Charities and Corrections and specific recommendation as to the needs of children in their respective counties.

Sunday, 2:15, p.m. Oct. 21, 1925.

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There was much discussion upon the subject of whether the Children's Bureau should be given the power to license institutions. Mr. Smith felt that the request for license would rouse two great classes of opposition: (1) the denominational institutions with poor standards and (2) and good institutions suspicious of interference. It was finally agreed that a Bureau without license power would be better than no Bureau at all and while license was the ideal, visitation would probably be the feasible thing for which to strive at the present time.

The following plan providing for a Children's Bureau under the State Board was endorsed by the Commission:-

STATE CHILDREN'S BUREAU

WHEREAS, the law creating the State Board of Charities and Corrections (Carroll's Kentucky Statutes, 1922, Ch. 16, Art. 1) declares it to be the duty of the Board to study the sources and causes of crime, delinquency, and dependency, and as far as possible to suggest and put into effect such remedial measures as may be of benefit to the community in the prevention and ultimate eradication of anti-social and other conditions,

and WHEREAS, the promotion of child welfare offers a most effective means for the prevention of delinquency, dependency and other anti-social conditions,

THEREFORE, be it enacted that section 216 a 3 ¹⁻¹, as amended by the insertion of a new clause to read as follows:

For the purpose of carrying out the duties specified in section 216 a 3 (a) the Kentucky State Board of Charities and Corrections is hereby authorized to establish under the direction of the Commissioner of Public Institutions, a Children's Bureau, to employ a director of the Bureau and such assistants as the Board may deem necessary, and to fix the compensation of the Director and assistants.

The Board may visitation by its members or thru its Children's Bureau shall inform itself regarding the children under the care of each State, County, Municipality or other institution, public or private, incorporated or otherwise, receiving or caring for children, and regarding the children under care of any individual receiving for gain or reward two or more children not related by blood or marriage. And these various institutions or agencies shall be required to permit such visitation for the purpose of getting the necessary information. In addition, the Board may require from such institutions, agencies, associations or individuals such information and reports as it may deem necessary. The Bureau shall assist in the establishment of County Child Welfare Boards and shall cooperate with such Boards as may have been established, and with all agencies, institutions and associations concerned with the welfare of children.

For the purpose of carrying out the provisions of this act there is hereby appropriated to the Board of Charities and Corrections the sum of annually or so much thereof as may be necessary to pay the salaries and expenses of the staff of the Children's Bureau and such other expenses as may be incident to the performance of its duties and not otherwise provided for.

Sunday, 4:15 p.m. Oct. 31, 1933.

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Miss Neville consented to act as representative for the Commission and to present to the State Board of Charities and Corrections at their next meeting, Monday, October 30, the above plan, providing for a Children's Bureau under the State Board with local County Welfare Boards. It was left to Miss Neville's discretion to take up with the Board the question of license.

The meeting adjourned at 8:15.

The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at the Neighborhood House, 428 S. First Street, Louisville, Ky, at 9:00 a.m. Monday, October 22, 1925.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mr. Harry B. Mackoy, and Miss Linda Neville.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. Mr. Byron Hartley, Superintendent of Public Schools, Louisville, and Dr. Annie Veech, of the State Board of Health met with the Commission.

Miss Ingram explained that the Commission wished to discuss with Mr. Hartley and Dr. Veech an educational program with special reference to the physically defective child.

Mr. Hartley: The attendance department is at present composed of seven officers and one director.

Miss Ingram brought out the fact that the Commission wishes to see all defective children included in the school census and designated as such. At present the census lists the number of children of school age but does not designate blind, crippled, or any other class of defectives.

The question of special classes for these defective children was discussed.

Mr. Hartley: The Board of Education has the authority now to set up in Louisville special classes for crippled children inasmuch as they have already organized such classes for anaemic, retarded and delinquent children. Classes for atypical child were discontinued following a ruling of the Board of Education that these classes were not a legitimate expense of public funds, since the funds are not intended to provide special classes. At the time of this decision the teacher of the special class married, and no other was found for the place.

Mr. Martin, Superintendent of the Blind School, was consulted over the phone, concerning the degree of blindness determining the admittance of a child to the School. He stated that total blindness is not a necessary qualification. Some children are admitted whose eyes do not focus but who are not totally blind. No child who is totally blind and at the same time defective, is received. All the children are examined by our eye specialist, Dr. Lederman, before entering the Blind School.

Miss Neville took up with Mr. Hartley the question of Conservation of Vision classes. She cited the splendid work Boston has done along this line, and the special text books used. Mr. Hartley agreed with Miss Neville that the care of every abnormal child should be a State problem. Miss Neville asked whether legislation could provide Conservation of Vision classes for cities of the first class.

Miss Lenroot proposed an enabling act to authorize the establishment in cities of the first and second class, of special classes for defective children and to provide transportation and equipment for them; these defectives to include blind, deaf, mentally deficient, crippled and all children who by reason of their physical condition are unable to attend regular classes.

Monday, Oct. 22, 1923.

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5 Mr. Hartley thoroly approved of the proposed law providing compulsory education for the blind. Mr. Robert Irwin of Cleveland, was suggested as the best authority to consult on the subject of compulsory education laws for defectives.

The question was raised whether the Blind School has facilities adequate to care for the number of children who would come under the Compulsory Education Law for the Blind. Miss Neville stated that the Blind School has at present sufficient equipment to handle the problem for a number of years. She further advocated that every child receive a physical and mental examination before entering the School.

Miss Ingram brought up the question of amending the Child Labor Law to require an eighth grade certificate. Mr. Hartley agreed that while this is the ideal, Kentucky is probably not ready for it at this time.

A discussion of the Home Rule Recreation Act brought forth the question as to where the Recreation System should be placed; whether under the Board of Education, the Park Board or some other Board. Mr. Hartley thot that since Recreational System will deallargely with children, it is rightly a problem of the Beard of Education.

The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at the Neighborhood House, 423 S. First Street, Louisville, Kentucky, at 9:00 a.m. Monday, October 22, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mr. Harry B. Mackay, and Miss Linda Neville.

Miss Katherine Lemroot, Assistant to the Chief of the Children's Bureau, Washington, D. C., Mr. Byron Hartley, Superintendent of Public Schools, Louisville, and Dr. Annie Veech, of the State Board of Health met with the Commission.

Miss Ingram explained that the Commission wished to discuss with Mr. Hartley and Dr. Veech an educational program with special reference to the physically defective child.

Mr. Hartley: The attendance department is at present composed of seven officers and one director.

Miss Ingram brought out the fact that the Commission wishes to see all defective children included in the school census and designated as such. At present the census lists the number of children of school age but does not designate blind, crippled, or any other class of defectives.

The question of special classes for these defective children was discussed.

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Miss Lemroot proposed an enabling act to authorize the establishment in cities of the first and second class, of special classes for defective children and to provide transportation and equipment for them; these defectives to include blind, deaf, mentally deficient, crippled and all children who by reason of their physical condition are unable to attend regular classes.

Monday, Oct. 23, 1923.

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Mr. Hartley thereby approved of the proposed law providing compulsory education for the blind. Mr. Robert Irwin of Cleveland, was suggested as the best authority to consult on the subject of compulsory education laws for defectives.

The question was raised whether the Blind School has facilities adequate to care for the number of children who would come under the Compulsory Education Law for the Blind. Miss Neville stated that the Blind School has at present sufficient equipment to handle the problem for a number of years. She further advocated that every child receive a physical and mental examination before entering the school.

Miss Ingram brought up the question of amending the Child Labor Law to require an eighth grade certificate. Mr. Hartley agreed that while this is the ideal education law, Kentucky is probably not ready for it at this time.

A discussion of the Home Rule Recreation Act brought forth the question as to where the Recreation System should be placed; whether under the Board of Education, the Park Board, or some other Board. Mr. Hartley thought that since Recreational Statutes will deal largely with children, it is rightly a problem of the Board of Education.

There was again discussion as to how the County Board could best be safeguarded from political interference. It was finally agreed that the plan as passed was the best possible arrangement.

The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 429 S. First Street, Louisville, Kentucky, on Monday afternoon, October 22, 1935.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mr. Harry B. Mackey, Miss Linda Neville.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission. Mr. David C. Liggett, Director of the Welfare League and Dr. F. B. Blackerby of the State Board of Health were also present. Mr. C. C. Carotone, Director of the Child Welfare League of America came in during the meeting.

The marriage law was the first question under discussion.

Miss Neville: Not only should the age be raised but identification of the parents of boys and girls should be required.

Mr. Mackey agreed to re-draft the marriage law.

Miss Lenroot: County organization can do very efficient probation work in the Juvenile Courts. Kentucky has not as yet the power to appoint adult probation officers. If a permissive adult probation law can be passed at this session of the legislature, then at some later date if it still seems desirable to do so, a probation commission can be secured. At present the Juvenile Court does not do the fundamental work of a Juvenile Court.

The question of the crippled child was brought up for discussion.

Mr. Liggett: There are too many organizations working on crippled children and not enough co-operation among them.

Dr. Blackerby: Every crippled child in the State is a hospital problem. A central agency is needed.

Miss Lenroot: The Children's Bureau is the logical agency to thoroughly investigate the cases of crippled children and bring them into the hospitals.

Miss Neville: There should be a separate bill making a special appropriation to the Children's Bureau for crippled children, in order to employ a nurse and secretary to go thruout the state.

Dr. Blackerby: The treatment of the crippled child calls for a distinct and separate hospital. A hospital especially equipped for children would take care of the remedial and convalescent side of the treatment. Follow-up attention is essential for these children. The same principle applies here as in the reconstruction of the soldiers. Theoretically such a reconstruction system is what we need. Practically we cannot expect anything so comprehensive.

It was the consensus of opinion that no appropriation should be asked for survey work only.

Dr. Blackerby: The medical profession would not want to see a haphazard handling of the problem. There is an obligation to the doctor as well as to the child. This is not a public health problem, for there is no question of infection. It is not as much a social problem as the feeble-minded.

Miss Lenroot: Through the close co-operation of the worker for crippled children with the Public Health Bureau, much good can be accomplished. There might be a State Fund to re-insure the hospital in the case of a crippled child whose parents are unable to pay anything for his treatment.

Miss Neville: The State should take care of all its citizens. Altho I estimate that ~~approximately~~ \$2,500.00 would probably allow as much to be done as I am doing now, at least \$10,000.00 would be needed to put on a real program for crippled children in Kentucky. A socially trained nurse who would give full time could not be secured for less than \$300.00 a month, with another \$100.00 for traveling expenses. At least \$4,000.00 is needed for hospital supplies, braces etc.

Mr. Mackay: We cannot expect to get an appropriation for crippled children of more than \$10,000.00

Dr. Blackerby: Would it not be a good plan for Rotary and other interested groups to subscribe a sum of \$10,000.00 and then ask the legislature to appropriate an equal amount?

Mr. Mackay: This plan is not feasible, inasmuch as organizations like to have their own news connected with any work they do.

Dr. Blackerby: The organizations can regard it as a demonstration of what can be done, so that the next legislature can take entire charge of the program.

Mr. Liggett: This is a good plan, because the whole field is taken into consideration from the beginning.

I should like to ask two questions. What about the adult crippled? What causes so many cripples?

Dr. Blackerby: The adult cripple is rarely a case for treatment. Cripples are most frequently caused by: tuberculosis, infantile paralysis, venereal disease and faulty obstetrics.

Dr. Blackerby brought out the point that the treatment of so many crippled children will be a great imposition on doctors and hospitals. He asked what hospitals are at present furnishing free beds.

Miss Neville: The Jewish Hospital furnishes one bed; the Horton Infirmary free service but charges for laboratory fees; the Children's Free Hospital 15 beds.

Dr. Blackerby: The Committee to raise the initial \$10,000.00 should be composed of representatives from the State Board of Charities

and Corrections, the State Board of Health, the Orthopedic surgeons, the Child Welfare Commission, Kossair and the Rotary. The Committee could either ask, from the legislature, an appropriation of \$10,000.00 or simply ask for an appropriation without specifying any amount.

Miss Linda Neville was appointed as the representative from the Child Welfare Commission to take up with Rotary and the other organizations, the organization of the Committee.

The question of special classes was again discussed.

Miss Neville: Defective children should mix and be with normal children as much as possible.

Dr. Blackerby: The main feature of the special class is the vocational training which the regular school cannot give.

Miss Neville: Every blind child in the state should receive some special instruction.

Enter Mr. Carstens.

The question of whether the power of license should be granted the Children's Bureau was discussed.

Mr. Carstens: The power of inspection is greater than the power of license. In the middle western and western states, inspection is strong; in the eastern states where there are many private agencies, inspection is weak. The complete scheme of course, includes both license and visitation. However we need not try to do more than the community is ready for.

Mr. Mackoy: The power of visitation is not a new idea because the Juvenile Court already has that power.

Mr. Carstens: The purpose of license is to eliminate those institutions clearly below grade. A request for visitation is not so clear. Where license is given often there is no inspection except just before the time for the renewal of the license. The power of visitation will be an entering wedge so regarded by both friends and enemies. The Bureau with only the power of visitation will have great educative value. Even without this power the Bureau could do much as a wholly educational agency.

Dr. Blackerby: Does the Children's Bureau or the County Welfare Board exercise regulatory authority over institution and agencies?

Mr. Carstens: As a rule the County Board is not a good regulatory or inspecting power. There is a distinction between local and State function; the state Bureau determines the standards and the local Board is the agent for carrying out these standards. Thus the supervision of placing out work is usually done by the State agency, while the actual administration is done by the local Board. It is much satisfactory for the State agency to have the power of inspection and license. In the East the State does more for its children; in the West it leaves more to the institution, which it carefully inspects and licenses.

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Miss Ingram: Each new institution might be required to have a license.

Mr. Mackoy: This is desirable but not feasible.

Dr. Blackerby: Has there been any discord between the State Board of Charities and Corrections and Mr. Schon?

Miss Ingram: I am sure there has been no trouble. Mr. Schon expressed himself to me as being anxious to co-operate not only with the State Board but with the Child Welfare Commission.

Mr. Carstens: One specific thing which the Bureau will take care of is the administration of the Mother's Aid Fund. Other duties of the Bureau will be:

- To care for abused and neglected children
- To assist the Fiscal Court in granting aid to pauper families
- To assist in investigating the cases of physically and mentally defective children in need of care,
- Parole and Probation.

It is only thru the close cooperation of all social agencies that real work can be accomplished.

I consider the school visitor one of the most important factors of social service. School visiting is no longer an experiment. The modern tendency is a closer relationship between social work and school work. The health and recreation programs already overlap the school program.

The meeting adjourned at 6:00 p.m.

Mr. C. C. Carstone, Director of the Child Welfare League of America delivered the following address before the Louisville Conference of Social Workers at a meeting held in Christ Church Cathedral, Louisville, Kentucky, October 22, 1935.

THE CHILDREN'S BUREAU

There are two main phases of Child welfare: (1) The protection of the various interests and rights of a child; (2) Caring for children, who thru misfortune, do not have their own parents to care for them. These two phases include almost everything that is done for children.

The home seeks to protect its children. No other agency has yet been found that can take its place. Despite the talk against the American home, it functions fairly well. But there are children who need more than this. Those who suffer from neglect and misfortune. Thus we need other agencies to supplement the home care.

Such supplementing agencies are the Juvenile Court, the Children's Protective Association, the School Visitor, Y. W. and Y. M. C. A., Boy and Girl Scouts and others. If we could have but one agency, I would choose the School Visitor, so important in this early protection of the rights of children.

There is one other agency for the child who has no home^{or} needs a new environment--- the institution. It has been a good servant for many years, but it has not developed all the interests of the child. Too often it has been satisfied to provide food and shelter and not to regard the child as an individual being.

I plead for the individual home, individual care for the child. I believe we should use the splendid families of Kentucky, as far as possible, for these unfortunate children. The family and the institution are never alternatives for the good child. There are four kinds of care for the child who has been taken from his own home:-

1. The Free Home

If there are no children in the home, people are naturally glad to receive a child who fits into that particular home.

2. Adoption: often developing from 1.

3. Boarding Home:

This is the most flexible instrument of child care. It affords a family home to those who could not possibly have a free home. It supplies a home to those not subjects for adoption,-- the sick, the heavily, the slightly mentally defective. In the right sort of boarding home, the child receives, in love and family life, far more than the amount of the payment.

The child has a right to live above the poverty line. No child should be boarded out in a home where the payment is the main consideration. However, each new dollar opens better homes which could not support a child otherwise. The appeal is "Will you share the Community burden of this child?"

3.Boarding Home: (con)

The Boarding Home is not a new idea. In places where it has been poorly managed it has not succeeded but it has also been done with great success.

4.The Institution

The greatest problem in child care to-day is the lack of co-operation among the various agencies. In some places I find agencies not knowing each other's plans, not understanding each other's aims, even looking upon each other with suspicion and distrust. Every Welfare League should look upon child caring agencies as a vital part of a community plan, should know the part each agency plays.

Not only should we have a community plan but we must have a state plan for child care. Recognizing this more than half the States in the Union have already established Children's Bureaus. The mentally and physically defective, as well as the normal children, have certain inalienable rights. You will not have met those rights in Kentucky until you have a Children's Bureau.

The Children's Bureau sits in the high tower and examines the field. From this high tower it sees the needs of children and how these needs can best be met. The Bureau then rouses the public to its responsibility. It is the duty of the Children's Bureau to license and supervise all child caring institutions. Widow's and Mother's Aid Funds can be administered thru the Children's Bureau. The Bureau has the authority and responsibility to act in behalf of the child born out of wedlock, the neglected, rural and mountain children, sick and crippled, the dependent and delinquent.

But be it ever so effective, a Children's Bureau in Frankfort, cannot do all the work. It needs what we have come to recognize, an administrative unit, the County Board of Public Welfare. Every County in Kentucky would not at once establish a County Board, but that is the ideal. North Carolina and Minnesota have made history in working out their county organization. In Kentucky, The Children's Bureau should be under the State Board of Charities and Corrections in order to assure close co-operation in dealing with institutions. Institutions clearly below grade should be eliminated and all should be standardized.

The Children's Bureau has two general responsibilities: (1) to see that the individual agencies, whether public or private, functions properly; (2) to act as a general supervisory body, which shall set standards, bring up institutions that are falling behind and make possible state unity by close co-operation.

I have been accused of trying to make the public do the whole job. The trouble is that too often we fail to recognize the close relation between the public and the private agency. The private agency cannot do all the work in any state; the public agency cannot live without the support of the private agency. So I feel that each has much to gain from the other-- they complement each other.

It is for the private agency to try the new, to experiment, to lead the way; the public agency assumes responsibility and does for the two thousand what the private agency has done for twenty. At first kindergartens were entirely private agencies. The public schools, profiting by the experiment of the private agencies, saw the value of kindergartens, and installed them as part of their curriculum. I beg of you to think of the whole scheme of child care as needing planning which no private agency can give it. The Children's Bureau can do for Kentucky what no group of private institutions, however good, can ever do.

The Child Welfare League of America has become much interested in child caring institutions. It has established certain qualifications for eligibility for membership in the League:

1. The Institution must make an intake study of every child. This study must be psychological as well as physical in order that no child should be received who can be better cared for in another way, for instance, thru Mother's Aid.
2. The institution must measure up to the standard of inspection in the State, or if there is no standard required in the State it must measure up to the standard set by the League.
3. The institution must have a department constantly on the qui vive to see that the child does not remain in the institution one day longer than is absolutely necessary. There must be close follow up work to secure the earliest possible domestication. Intake study and follow up work give community contact without which no institution can properly function. It is the duty of every institution to see that the child does not lose contact with his community.

A meeting of the Kentucky Child Welfare Commission was held at the Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 9:00 a.m. Monday, October 22, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mr. Harry B. Mackoy, and Miss Linda Neville.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C., Mr. Byron Hartley, Superintendent of Public Schools, Louisville, and Dr. Annie Veech, of the State Board of Health met with the Commission.

^{Ingram} Miss Ingram explained that the Commission wished to discuss with Mr. Hartley and Dr. Veech an educational program with special reference to the physically defective child.

Mr. Hartley: The attendance department is at present composed of seven officers and one director.

Miss Ingram brought out the fact that the Commission wishes to see all defective children included in the school census and designated as such. At present the census lists the number of children of school age but does not designate blind, crippled, or any other class of defectives.

The question of special classes for these defective children was discussed.

Mr. Hartley: The Board of Education has the authority now to set up in Louisville special classes for crippled children inasmuch as they have already organized such classes for anemic, retarded and delinquent children. Classes for atypical children were discontinued following a ruling of the Board of Education that these classes are not a legitimate expense of public funds, since the funds are not intended to provide special classes. At the time of this decision the teacher of the special class married, and no other was found for the place.

Mr. Martin, superintendent of the Blind School, was consulted over the phone, concerning the degree of blindness determining the ~~status~~ admittance of a child to the School. He stated that total blindness is not a necessary qualification. Some children are admitted whose eyes do not focus but who are not totally blind. No child who is totally blind and at the same time defective, is received. All the children are examined by our eye specialist, Dr. Lederman, before entering the Blind School.

Miss Neville took up with Mr. Hartley the question of Conservation of Vision classes. She cited the splendid work Boston has done along this line, and the special text books used. Mr. Hartley agreed with Miss Neville that the care of every abnormal child should be a State problem. Miss Neville asked whether legislation could provide Conservation of Vision classes for cities of the first class.

Miss Lenroot proposed an enabling act to authorize the establishment in cities of the first and second class, of special classes for defective children and to provide transportation and equipment for them; these defectives to include blind, deaf, mentally deficient, crippled and all children who by reason of their physical condition are unable to attend regular classes.

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Mr. Hartley thereby approved of the proposed law providing compulsory education for the blind. Mr. Robert Irwin of Cleveland, was suggested as the best authority to consult on the subject of compulsory education laws for defectives.

The question was raised whether the Blind School has facilities adequate to care for the number of children who would come under the Compulsory Education Law for the Blind. Miss Neville stated that the Blind School has at present sufficient equipment to handle the problem for a number of years. She further advocated that every child receive a physical and mental examination before entering the School.

Miss Ingram brought up the question of amending the Child Labor Law to require an eighth grade certificate. Mr. Hartley agreed that while this is the ideal ~~Education Law~~, Kentucky is probably not ready for it at this time.

A discussion of the Home Rule Recreation Act brought forth the question as to where the Recreation System should be placed; whether under the Board of Education, the Park Board or some other Board. Mr. Hartley thought that since Recreational System will deal largely with children, it is rightly a problem of the Board of Education.

There was again discussion as to how the County Board could best be safeguarded from political interference. It was finally agreed that the plan as passed was the best possible arrangement.

The Filson Historical Society

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Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission. Mr. David C. Liggett, Director of the Welfare League and Dr. F. E. Blackerby of the State Board of Health were also present. Mr. C. C. Carstens, Director of the Child Welfare League of America came in during the meeting.

The marriage law was the first question under discussion.

Miss Neville: Not only should the age be raised but identification of the parents of boys and girls should be required.

Mr. Mackoy agreed to re-draft the marriage law.

Miss Lenroot: County organization can do very efficient probation work in the Juvenile Courts. Kentucky has not as yet the power to appoint adult probation officers. If a permissive adult probation law can be passed at this session of the legislature, then at some later date if it still seems desirable to do so, a probation commission can be secured. At present the Juvenile Court does not do the fundamental work of a Juvenile Court.

The question of the crippled child was brought up for discussion.

Mr. Liggett: There are too many organizations working on crippled children and not enough co-operation among them.

Dr. Blackerby: Every crippled child in the State is a hospital problem. A central agency is needed.

Miss Lenroot: The Children's Bureau is the logical agency to thoroughly investigate the cases of crippled children and bring them into the hospitals.

Miss Neville: There should be a separate bill making a special appropriation to the Children's Bureau for crippled children, in order to employ a nurse and secretary to go thruout the state.

Dr. Blackerby: The treatment of the crippled child calls for a distinct and separate hospital. A hospital especially equipped for children would take care of the remedial and convalescent side of the treatment. Follow-up attention is essential for these children. The same principle applies here as in the reconstruction of the soldiers. Theoretically such a reconstruction system is what we need. Practically we cannot expect anything so comprehensive.

It was the consensus of opinion that no appropriation should be asked for survey work only.

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Dr. Blackerby: The medical profession would not want to see a haphazard handling of the problem. There is an obligation to the doctor as well as to the child. This is not a public health problem, for there is no question of infection. It is not as much a social problem as the feeble-minded.

Miss Lonroot: Thru the close co-operation of the worker for crippled children with the Public Health Nurses, much good can be accomplished. There might be a State Fund to re-insure the hospital in the case of a crippled child whose parents are unable to pay anything for his treatment.

Miss Neville: The State should take care of all its citizens. Altho I estimate that ~~approximately~~ \$2,500.00 would probably allow as much to be done as I am doing now, at least \$10,000.00 would be needed to put on a real program for crippled children in Kentucky. A socially trained nurse who would give full time could not be secured for less than \$200.00 a month, with another \$100.00 for traveling expenses. At least \$4,000.00 is needed for hospital supplies, braces etc.

Mr. Mackoy: We cannot expect to get an appropriation for crippled children of more than \$10,000.00

Dr. Blackerby: Would it not be a good plan for Rotary and other interested groups to subscribe a sum of \$10,000.00 and then ask the legislature to appropriate an equal amount?

Mr. Mackoy: This plan is not feasible, inasmuch as organizations like to have their own names connected with any work they do.

Dr. Blackerby: The organizations can regard it as a demonstration of what can be done, so that the next legislature can take entire charge of the program.

Mr. Liggett: This is a good plan, because the whole field is taken into consideration from the beginning.

I should like to ask two questions. What about the adult crippled? What causes so many cripples?

Dr. Blackerby: The adult cripple is rarely a case for treatment. Cripples are most frequently caused by: tuberculosis, infantile paralysis, venereal disease and faulty obstetrics.

Dr. Blackerby brought out the point that the treatment of so many crippled children will be a great imposition on doctors and hospitals. He asked what hospitals are at present furnishing free beds.

Miss Neville: The Jewish Hospital furnishes one bed; the Horton Infirmary free service but charges for laboratory fees; the Children's Free Hospital 15 beds.

Dr. Blackerby: The Committee to raise the initial \$10,000.00 should be composed of representatives from the State Board of Charities

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and Corrections, the State Board of Health, the Orthopedic surgeons, the Child Welfare Commission, Kears and the Rotary. The Committee could either ask, from the legislature, an appropriation of \$10,000.00 or simply ask for an appropriation without specifying any amount.

Miss Linda Neville was appointed as the representative from the Child Welfare Commission to take up with Rotary and the other organizations, the organization of the Committee.

The question of special classes was again discussed.

Miss Neville: Defective children should mix and be with normal children as much as possible.

Dr. Blackerby: The main feature of the special class is the vocational training which the regular school cannot give.

Miss Neville: Every blind child in the state should receive some special instruction.

Enter Mr. Carstens.

The question of whether the power of license should be granted the Children's Bureau was discussed.

Mr. Carstens: The power of inspection is greater than the power of license. In the middle western and eastern states, inspection is strong; in the eastern states where there are many private agencies, inspection is weak. The complete scheme of course, includes both license and visitation. However we need not try to do more than the community is ready for.

Mr. Mackey: The power of visitation is not a new idea because the Juvenile Court already has that power.

Mr. Carstens: The purpose of license is to eliminate those institutions clearly below grade. A request for visitation is not so clear. Where license is given often there is no inspection except just before the time for the renewal of the license. The power of visitation will be an entering wedge so regarded by both friends and enemies. The Bureau with only the power of visitation will have great educative value. Even without this power the Bureau could do much as a really educational agency.

Dr. Blackerby: Does the Children's Bureau or the County Welfare Board exercise regulatory authority over institution and agencies?

Mr. Carstens: As a rule the County Board is not a good regulatory or inspecting power. There is a distinction between local and State function; the state Bureau determines the standards and the local Board is the agent for carrying out these standards. Thus the supervision of placing out work is usually done by the State agency, while the actual administration is done by the local Board. It is much satisfactory for the State agency to have the power of inspection and license. In the South the State does more for its children; in the West it leaves more to the Institution, which it carefully inspects and licenses.

Miss Ingram: Each new institution might be required to have a license.

Mr. Mackay: This is desirable but not feasible.

Dr. Blackerby: Has there been any discord between the State Board of Charities and Corrections and Mr. Schon?

Miss Ingram: I am sure there has been no trouble. Mr. Schon expressed himself to me as being anxious to co-operate not only with the State Board but with the Child Welfare Commission.

Mr. Carstens: One specific thing which the Bureau will take care of is the administration of the Mother's Aid Fund. Other duties of the Bureau will be:

- To care for abused and neglected children.
- To assist the Fiscal Court in granting aid to pauper families
- To assist in investigating the cases of physically and mentally defective children in need of care.
- Parole and Probation.

It is only thru the close cooperation of all social agencies that real work can be accomplished.

I consider the school visitor one of the most important factors of social service. School visiting is no longer an experiment. The modern tendency is a closer relationship between social work and school work. The health and recreation programs already overlap the school program.

The meeting adjourned at 3:00 p.m.

Miss Neville's Report Following the Meeting of the State Board of Charities and Corrections, Monday, October 29, 1923. Lakeland, Ky.

Miss Neville, representing the Kentucky Child Welfare Commission presented for the Board's consideration the plans providing for a Children's Bureau under the State Board and local County Welfare Boards.

Dr. O'Brien who was also to have been present at the meeting was unable to attend.

Miss Neville found that the Board had already discussed and were thoroly familiar with the plans for a Children's Bureau. Judge Humphrey led a discussion and many questions were asked all of which Miss Neville answered. Judge Humphrey expressed himself as being much interested. However, it was the opinion of Mr. Tachau, Judge Humphrey and all the Board, that with the present precarious situation of the Board, the number of its agencies throught the State, and the probe of its finances that is a likely event of the coming legislature, the Board should not accept the supervision of the Children's Bureau.

Mr. Ryers made the suggestion that the present Child Welfare Commission's powers be extended permitting it to act as a Children's Bureau, and that it be given an appropriation to make a demonstration of the need for such a Bureau with the ultimate end that when the State Board becomes more "popular" and more firmly established, it should take control of the Children's Bureau. In the vote taken after Miss Neville's departure this was the general attitude of the Board. They offer their strong support and co-operation to establish in Kentucky an independent Children's Bureau, preferably composed of the present members of the Child Welfare Commission. At the present time they are not willing to accept the Bureau under the supervision of the State Board.

Members of the Board were very considerate and interested and Miss Neville feels sure that the Commission can count on their support in the creation of some form of independent Children's Bureau. The Board put all their records and statistics at the service of the Commission. In conclusion, Miss Neville said that she did not feel in the least "set back" by the action of the Board.

Mr. C.C. Garstens, Director of the Child Welfare League of America, delivered the following address before the Louisville Conference of Social Workers at a meeting held in Christ Church Cathedral, Louisville, Kentucky, October 22, 1923.

THE CHILDREN'S BUREAU

There are two main phases of Child Welfare: (1) The protection of the various interests and rights of a child; (2) Caring for children, who thru misfortune, do not have their own parents to care for them. These two phases include almost everything that is done for children.

The home seeks to protect its children. No other agency has yet been found that can take its place. Despite the talk against the American home, it functions fairly well. But there are children who need more than this. Those who suffer from neglect and misfortune. Thus we need other agencies to supplement the home care.

Such supplementing agencies are the Juvenile Court, The Children's Protective Association, the School Visitor, Y.W. and Y.N.C.A., Boy and Girl Scouts and others. If we could have but one agency, I would choose the School Visitor, so important is this early protection of the rights of children.

There is one other agency for the child who has no home or needs a new environment--the institution. It has been a good servant for many years, but it has not developed all the interests of the child. Too often it has been satisfied to provide food and shelter and not to regard the child as an individual being.

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1. The Free Home

If there are no children in the home, people are naturally glad to receive a child who fits into that particular home.

2. Adoption: - often developing from 1.

3. Boarding Home:

This is the most flexible instrument of child care. It affords a family home to those who could not possibly have a free home. It supplies a home to those not subjects for adoption,-- the sick, the lonely, the slightly mentally defective. In the right sort of boarding home, the child receives, in love and family life, far more than the amount of the payment.

The child has a right to live above the poverty line. No child should be boarded out in a home where the payment is the main consideration. However, each new dollar opens better homes which could not support a child otherwise. The appeal is "Will you share the Community burden of this child?"

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The Boarding home is not a new idea. In places where it has been poorly managed it has not succeeded but it has also been done with great success.

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Not only should we have a community plan but we must have a state plan for child care. Recognizing this, more than half the States in the Union have already established Children's Bureaus. The mentally and physically defective, as well as the normal children, have certain inalienable rights. You will not have met these rights in Kentucky until you have a Children's Bureau.

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But be it ever so effective, a Children's Bureau in Frankfort, cannot do all the work. It needs what we have come to recognize, an administrative unit, the County Board of Public Welfare. Every County in Kentucky would not at once establish a County Board, but that is the ideal. North Carolina and Minnesota have made history in working out their county organization. In Kentucky, the Children's Bureau should be under the State Board of Charities and Corrections in order to insure close co-operation in dealing with institutions. Institutions clearly below grade should be eliminated and all should be standardized.

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Mr. Myers made the suggestion that the present Child Welfare Commission's powers be extended permitting to act as a Children's Bureau, and that it be given an appropriation to make a demonstration of the need for such a Bureau with the ultimate end that when the State Board becomes more "popular" and more firmly established, it should take control of the Children's Bureau. In the vote taken after Miss Neville's departure this was the general attitude of the Board. They offer their strong support and co-operation to establish in Kentucky an independent Children's Bureau, preferably composed of the present members of the Child Welfare Commission. At the present time they are not willing to accept the Bureau under the supervision of the State Board.

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The marriage law was the first question under discussion.

Miss Neville: Not only should the age be raised but identification of the parents of boys and girls should be required.

Mr. Mackoy agreed to re-draft the marriage law.

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Miss Lonroot: The Children's Bureau is the logical agency to thoroughly investigate the cases of crippled children and bring them into the hospitals.

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Mr. Mackoy: We cannot expect to get an appropriation for crippled children of more than \$10,000.00

Dr. Blackerby: Would it not be a good plan for Rotary and other interested groups to subscribe a sum of \$10,000.00 and then ask the legislature to appropriate an equal amount?

Mr. Mackoy: This plan is not feasible, inasmuch as organizations like to have their own names connected with any work they do.

Dr. Blackerby: The organizations can regard it as a demonstration of what can be done, so that the next legislature can take entire charge of the program.

Mr. Liggett: This is a good plan, because the whole field is taken into consideration from the beginning.

I should like to ask two questions. What about the adult cripple? What causes so many cripples?

Dr. Blackerby: The adult cripple is rarely a case for treatment. Cripples are most frequently caused by: tuberculosis, infantile paralysis, venereal disease and faulty obstetrics.

Dr. Blackerby brought out the point that the treatment of so many crippled children will be a great imposition on doctors and hospitals. He asked what hospitals are at present furnishing free beds.

Miss Neville: The Jewish Hospital furnishes one bed; the Horton Infirmary free service, but charges for laboratory fees; the Children's Free Hospital, 15 beds.

Dr. Blackerby: The Committee to raise the initial \$10,000.00 should be composed of representatives from the State Board of Charities and

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Miss Linda Neville was appointed as the representative from the Child Welfare Commission to take up with Rotary and the other organizations, the formation of the Committee.

The question of special classes was again discussed.

Miss Neville: Defective children should recite and be with normal children as much as possible.

Dr. Blackerby: The main feature of the special class is the vocational training which the regular school cannot give.

Miss Neville: Every blind child in the State should receive some special instruction.

Enter Mr. Carstens:

The question of whether the power of license should be granted the Children's Bureau was discussed.

Mr. Carstens: The power of inspection is greater than the power of license. In the middle western and western states, inspection is strong; in the eastern states where there are many private agencies, inspection is weak. The complete scheme of course, includes both license and visitation. However we need not try to do more than the community is ready for.

Mr. Mackoy: The power of visitation is not a new idea because the Juvenile Court already has that power.

Mr. Carstens: The purpose of license is to eliminate those institutions clearly below grade. A request for visitation is not so clear. Where license is given often there is no inspection except just before the time for the renewal of the license. The power of visitation will be an entering wedge so regarded by both friends and enemies. The Bureau with only the power of visitation will have great educative value. Even without this power the Bureau could do much as a wholly educational agency.

Dr. Blackerby: Does the Children's Bureau or the County Welfare Board exercise regulatory authority over institutions and agencies?

Mr. Carstens: As a rule the County Board is not a good regulatory or inspecting power. There is a distinction between local and State function; the State Bureau determines the standards and the local Board is the agent for carrying out these standards. This the supervision of placing out work is usually done by the State agency, while the actual administration is done by the local Board. It is much more satisfactory for the State agency to have the power of inspection and license. In the East the State does more for its children; in the West it leaves more to the Institution, which it carefully inspects and licenses.

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Miss Ingham: Each new institution might be required to have a license.

Mr. Mackey: This is desirable but not feasible.

Dr. Blackerby: Has there been any discord between the State Board of Charities and Corrections and Mr. Schon?

Miss Ingham: I am sure there has been no trouble. Mr. Schon expressed himself to me as being anxious to co-operate not only with the State Board but with the Child Welfare Commission.

Mr. Carstens: One specific thing which the Bureau will take care of is the administration of the Mother's Aid Fund. Other duties of the Bureau will be:

To care for abused and neglected children
To assist the Fiscal Court in granting aid to pauper families
To assist in investigating the cases of physically and
mentally defective children in need of care
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It is only thru the close cooperation of all social agencies that real work can be accomplished.

I consider the school visitor one of the most important factors of social service. School visiting is no longer an experiment. The modern tendency is a closer relationship between social work and school work. The health and recreation programs already overlap the school program.

The meeting adjourned at 6:00 p.m.

A meeting of the Kentucky Child Welfare Commission was held at the Neighborhood House, 428 S. First Street, Louisville, Ky, at 9:00 a.m. Monday, October 22, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mr. Harry B. Mackoy, and Miss Linda Neville.

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. Mr. Byron Hartley, Superintendent of Public Schools, Louisville, and Dr. Annie Veech, of the State Board of Health met with the Commission.

Miss Ingram explained that the Commission wished to discuss with Mr. Hartley and Dr. Veech an educational program with special reference to the physically defective child.

Mr. Hartley: The attendance department is at present composed of seven officers and one director.

Miss Ingram brought out the fact that the Commission wishes to see all defective children included in the school census and designated as such. At present the census lists the number of children of school age but does not designate blind, crippled, or any other class of defectives.

The question of special classes for these defective children was discussed.

Mr. Hartley: The Board of Education has the authority now to set up in Louisville special classes for crippld children inasmuch as they have already organized such classes for anaemic, retarded and delinquent children. Classes for atypical child were discontinued following a ruling of the Board of Education that these classes were not a legitimate expense of public funds, since the funds are not intended to provide special classes. At the time of this decision the teacher of the special class married, and no other was found for the place.

Mr. Martin, Superintendent of the Blind School, was consulted over the phone, concerning the degree of blindness determining the admittance of a child to the School. He stated that total blindness is not a necessary qualification. Some children are admitted whose eyes do not focus but who are not totally blind. No child who is totally blind and at the same time defective, is received. All the children are examined by our eye specialist, Dr. Lederman, before entering the Blind School.

Miss Neville took up with Mr. Hartley the question of Conservation of Vision classes. She cited the splendid work Boston has done along this line, and the special text books used. Mr. Hartley agreed with Miss Neville that the care of every abnormal child should be a State problem. Miss Neville asked whether legislation could provide Conservation of Vision classes for cities of the first class.

Miss Lenroot proposed an enabling act to authorize the establishment in cities of the first and second class, of special classes for defective children and to provide transportation and equipment for them; these defectives to include blind, deaf, mentally deficient, crippled and all children who by reason of their physical condition are unable to attend regular classes.

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5 Mr. Hartley thoroughly approved of the proposed law providing compulsory education for the blind. Mr. Robert Irwin of Cleveland, was suggested as the best authority to consult on the subject of compulsory education laws for defectives.

The question was raised whether the Blind School has facilities adequate to care for the number of children who would come under the Compulsory Education Law for the Blind. Miss Neville stated that the Blind School has at present sufficient equipment to handle the problem for a number of years. She further advocated that every child receive a physical and mental examination before entering the School.

Miss Ingram brought up the question of amending the Child Labor Law to require an eighth grade certificate. Mr. Hartley agreed that while this is the ideal, Kentucky is probably not ready for it at this time.

A discussion of the Home Rule Recreation Act brought forth the question as to where the Recreation System should be placed; whether under the Board of Education, the Park Board, or some other Board. Mr. Hartley thought that since Recreational System will deal largely with children, it is rightly a problem of the Board of Education.

The Filson Historical Society

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Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. met with the Commission. Mr. David C. Liggett, Director of the Welfare League and Dr. P.E. Blackerby of the State Board of Health were also present. Mr. C.C. Carstens, Director of the Child Welfare League of America came in during the meeting.

The marriage law was the first question under discussion.

Miss Neville: Not only should the age be raised but identification of the parents of boys and girls should be required,

Mr. Mackoy agreed to re-draft the marriage law.

Miss Lenroot: County organization can do very efficient probation work in the Juvenile Courts. Kentucky has not as yet the power to appoint adult probation officers. If a permissive adult probation law can be passed at this session of the legislature, then at some later date if it still seems desirable to do so, a probation commission can be secured. At present the Juvenile Court does not do the fundamental work of a Juvenile Court.

The question of the crippled child was brought up for discussion.

Mr. Liggett: There are too many organizations working on crippled children and not enough co-operation among them.

Dr. Blackerby: Every crippled child in the State is a hospital problem. A central agency is needed.

Miss Lenroot: The Children's Bureau is the logical agency to thoroughly investigate the cases of crippled children and bring them into the hospitals.

Miss Neville: There should be a separate bill making a special appropriation to the Children's Bureau for crippled children, in order to employ a nurse and secretary to go thruout the State.

Dr. Blackerby: The treatment of the cippedled child calls for a distinct and separate hospital. A hospital especially equipped for children would take care of remedial and convalescent side of the treatment. Follow-up attention is essential for these children. The same principle applies here as in the reconstruction of the soldiers. Theoretically such a reconstruction system is what we need. Practically we cannot expect anything so comprehensive.

It was the consensus of opinion that no appropriation should be asked for survey work only.

Dr. Blackerby: The medical profession would not want to see a haphazard handling of the problem. There is an obligation to the doctor as well as to the child. This is not a public health problem, for there is no question of infection. It is not as much a social problem as the feeble-minded.

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The meeting adjourned at 6:00 p.m.

Miss Neville's Report Following the Meeting of the State Board of Charities and Corrections, Monday, October 29, 1923. Lakeland, Ky.

Miss Neville, representing the Kentucky Child Welfare Commission presented for the Board's consideration the plans providing for a Children's Bureau under the State Board and local County Welfare Boards.

Dr. O'Brien who was also to have been present at the meeting was unable to attend.

Miss Neville found that the Board had already discussed and were thoroly familiar with the plans for a Children's Bureau. Judge Humphrey led a discussion and many questions were asked all of which Miss Neville answered. Judge Humphrey expressed himself as being much interested. However, it was the opinion of Mr. Tachau, Judge Humphrey and all the Board, that with the present precarious situation of the Board, the number of its enemies thruout the State, and the probe of its finances that is a likely event of the coming legislature, The Board should not accept the supervision of the Children's Bureau.

Mr. Byers made the suggestion that the present Child Welfare Commission's powers be extended permitting it to act as a Children's Bureau, and that it be given an appropriation to make a demonstration of the need for such a Bureau with the ultimate end that when the State Board becomes more "popular" and more firmly established, it should take control of the Children's Bureau. In the vote taken after Miss Neville's departure this was the general attitude of the Board. They offer their strong support and co-operation to establish in Kentucky an independent Children's Bureau, preferably composed of the present members of the Child Welfare Commission. At the present time they are not willing to accept the Bureau under the supervision of the State Board.

Members of the Board were very considerate and interested and Miss Neville feels sure that the Commission can count on their support in the creation of some form of independent Children's Bureau. The Board put all their records and statistics at the service of the Commissions. In conclusion, Miss Neville said that she did not feel in the least "set back" by the action of the Board.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 South First Street, Louisville, Kentucky, at 10:15 a.m. Wednesday, December 19, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mr. George Stoll, Mr. Harry B. Mackoy and Dr. Frank J. O'Brien.

Mr. Charles Nemsor, Chairman of the Recreation Committee, and Mr. George Colvin were also present.

Miss Ingram opened the meeting by outlining the creation and first meeting of the Recreation Committee. She said that in as much as the Children's Code Commission had recommended a state-wide plan of recreation, and so many cities are asking for a bill at this session of the legislature to enable them to put on a recreation program the Commission had instigated the creation of a Recreation Committee under the Board of Workers of the Welfare League of Louisville. Mr. J. R. Batchelor, of the Playground and Recreation Association of America, met with the Committee in a preliminary meeting at which it was decided to arrange for the near future, a general meeting of all agencies and individuals, interested in the recreation question, both in Louisville and the state at large, to decide upon some definite plan of municipal and state-wide recreation. Miss Ingram explained that the Committee would sponsor the proposed bill for recreation, thus relieving the Child Welfare Commission of effort in its behalf, tho the Commission would, of course, heartily endorse the bill.

Mr. Mackoy was consulted as to the constitutionality of a bill providing for tax supported recreation.

Mr. Mackoy: There is nothing in the Constitution contrary to such a law. In the matter of taxes I would advise the Committee to follow the outline of the Tuberculosis Sanitarium Act, which was most carefully drawn.

Mr. Nemsor thanked Mr. Mackoy for this advice and saying that he would arrange for the general meeting soon, he left the Commission.

The draft of a bill providing designation in the school census, and compulsory education of defective children, submitted by Miss Neville, was read.

Mr. Colvin, because of his knowledge of existing educational conditions thruout the state, was consulted as to the advisability and need of such a law.

Mr. Colvin: There are several reasons why I, if I were a legislator, would not pass such a law:

- 1 - There is at the present time no available knowledge as to the number of deaf, blind, crippled, or mentally defective children in the state.
- 2 - All remedial defects should be treated.
- 3 - When remedial defects have been removed there will remain but a small group. Even in Louisville this group would not be large enough to warrant special legislation.

4- The state has already provided an institution for the blind.

Miss Ingram: By having the defective children so designated on the census, there will be an accurate record both of how many children there are, and of where these children are to be found.

Mr. Colvin: The designation on the census is a practical step, but it is not a matter for legislation. It is purely an administrative measure. The State Board of Education can pass a rule that the census enumerators include mentally and physically deficient children in the school census and classify them as blind, deaf, crippled and feeble-minded to the end that the attendance law be more adequately enforced. The serious flaw in the present attendance law is that it cannot be enforced. I see no reason why the State Board will not be glad to do this.

As for the mentally defective, the law would have very little effect upon them. No one will admit that a child is mentally deficient unless he is an obvious idiot-- the few obvious idiots are known already. Who is to judge whether a child is mentally defective? Certainly the census taker cannot determine it.

Kentucky, continued Mr. Colvin, does not deserve to be ranked so low in education. Rural education is neglected in all states, in all sections of the United States. Since Kentucky is so largely rural, and since her rural education is undoubtedly neglected, her average is greatly lowered. The educational system of Louisville will compare favorably with that of any city in the Union.

The people who made the educational survey in Kentucky in 1917, which caused it to rank 45 educationally, made a similar survey in Indiana, and reported conditions there to be exactly the same as in Kentucky. In other words education in Indiana in the cities is just like education in Kentucky in the cities, and education in Indiana in the counties is just like education in Kentucky in the counties. But Indiana had a rank of 12 in education, so the survey was not allowed to be published. We have to fear from the legislature this year a letting down in the standards required of teachers.

Miss Ingram: What do you think of the Ohio plan for crippled children as a feasible plan for Kentucky?

Mr. Colvin: Again the legislature will not pass a law for crippled children when nobody knows how many there are in need of care, or the kind of care needed. If the legislature will grant the Rotarians \$10,000 to make a demonstration of treatment, and the Board of Education will have crippled children so designated on the school census, then at some future time if legislation is still deemed necessary there will be indisputable facts to present to the legislators. The present need is for treatment, and education as to the advantages of treatment, rather than for special education.

Miss Ingram: The establishment of the Children's Bureau will do much toward the solution of this problem.

Miss Ingram asked Mr. Colvin if he approved for Kentucky, the Federal Children's Bureau standards that raise the age to 16, and require an 8th grade education.

Mr. Colvin: I strongly favor this amendment. In dealing with education we must keep in mind that there are two diametrically opposed groups--- those who advocate vocational training, and those who advocate academic training. Between the two we must try to strike a middle course. For my part I believe that every citizen in this democracy is entitled to an 8th grade academic education. Vocational skill is often mistaken for education. The ideal way would be to have certain educational standards regardless of age or grade. If a bright boy of 16 has reached the 8th grade, or passed it, it seems a shame that simply on account of his age his father can take him out of school, and make him go to work. The most helpful thing that can be done at this time is to have the compulsory attendance law enforced.

Saying that he would be willing and glad to advise with the Commission at any time, and having received their hearty thanks for his kindness, Mr. Colvin left the meeting.

Mr. Mackoy read his revision of the marriage act providing:

1- Raising the legal age for marriage from 12 for girls and 14 for boys, to 16 for girls and 18 for boys.

2- The public posting in the office of the county clerk of a written application, on the part of both parties, for a marriage license, at least five days before the license can be granted.

3- Witnesses to marriage, if the contracting parties are unknown to the clerk, must file a written affidavit of identification.

There was some discussion as to whether the act should read so as to require public posting of the proposed marriage, or a mere signification of intention, on the part of both parties, that they wanted a license. It was pointed out that while the bill as read, providing for public posting, would be much more effective, it would undoubtedly be much more difficult to pass the legislature. It was recalled that both Miss Lenroot and Mr. Carstens had brought out this point very plainly. However, it was finally decided to present the bill providing for public posting of the intention, and if it should not find favor with the committee to which it was referred, to have ready a substitute clause, providing for the mere signification of intention.

It was also pointed out that the bill as submitted by Mr. Mackoy did not provide for the identification of parents in cases where the contracting parties are under age, and the consent of the parents is necessary. Mr. Mackoy said that he would add this requirement to the bill, and prepare the substitute clause.

It was agreed that the bill for the creation of the Children's Bureau should be drawn up at once. Mr. Mackoy said that while he did not feel that he had time to draft the entire law, he would be very glad to go over it, or any other laws after they were drafted.

Miss Ingram said that she herself, working in close co-operation with the other members of the Commission, and other agencies and individuals would undertake the shaping of the policy of the Commission's legislative program.

Mr. George Stoll was appointed chairman of the Publicity Committee.

Miss Ingram reported that she had not yet worked out all the details of a Committee on Law. The plan is to have Mr. Lafon Allen or some other very prominent lawyer as head of the Committee, with several young men just out of school to do the actual work of drafting the bills, under his supervision.

Mr. Mackoy: I think this would be a good plan. Mr. Allen can select several able young men of his acquaintance who will be glad to do the drafting work. The bills can then be submitted to him, to me and to Miss Ingram. In that way there should be no mistake either in the drafting of the bills, or in their content. This committee might be a permanent one to draft bills at any time thruout the year.

Mr. Mackoy said that he would talk to Judge Allen about the matter, and in the meantime, Miss Ingram would also communicate with him.

Mr. Stoll asked for a statement as to what things should be given publicity. The following bills, it was unanimously agreed, form the basis of the Commission's program:

- 1 - An act to create a Children's Bureau, under this Commission, with an appropriation of not less than \$15,000.
- 2 - An act to permit the creation of County Child Welfare Boards under the Children's Bureau.
- 3 - An act to amend the present marriage law.
4. - An act to amend the Juvenile Court law.
- 5 - An act to annul the apprenticeship law.

Also it was unanimously agreed that the Commission would stand back of the following proposed bills:

- 1 - An act providing for adult probation .
- 2 - A Home Rule Recreation Act.
- 3 - An Act to enforce the compulsory school attendance law.)

Miss Ingram said that in deference to Miss Neville's wishes the question of compulsory education for the blind would be taken up at a future meeting.

Dr. O'Brien: If the Board of the School for the Blind is opposed to such a law, I feel that it would be better policy to try to educate them to the need for the law, even if it took two years to do it, than to try to pass the law over their heads.

Miss Ingram announced that she felt another meeting should be held early in January at which time she hoped that all members of the Commission would make a determined effort to be present, so the final legislative program might be adopted.

The meeting adjourned at 12:30.

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 South First Street, Louisville, Kentucky, at 10:15 a. m., Wednesday, Dec. 19, 1923.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mr. George Stoll, Mr. Harry B. Mackoy, and Dr. Frank J. O'Brien.

Mr. Charles Nemser, Chairman of the Recreation Committee, and Mr. George Colvin were also present.

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There was some discussion as to whether the act should read so as to require public posting of the proposed marriage, or a mere signification of intention, on the part of both parties, that they wanted a license. It was pointed out that while the bill as read, providing for public posting, would be much more effective, it would undoubtedly be much more difficult to pass the legislature. It was recalled that both Miss Lenroot and Mr. Carstens had brought out this point very plainly. However, it was finally decided to present the bill providing for public posting of the intention, and if it should not find favor with the committee to which it was referred, to have ready a substitute clause, providing for the mere signification of intention.

It was also pointed out that the bill as submitted by Mr. Mackoy did not provide for the identification of parents, in cases where the contracting parties are under age, and the consent of the parents is necessary. Mr. Mackoy said that he would add this requirement to the bill, and prepare the substitute clause.

// It was agreed that the bill for the creation of the Children's Bureau should be drawn up at once // Mr. Mackoy said that while he did not feel that he had time to draft the entire law, he would be very glad to go over it, or any other laws after they were drafted.

Miss Ingram said that she herself working in close co-operation with the other members of the Commission, and other agencies and individuals would undertake the shaping of the policy of the Commission's legislative program.

Mr. George Stoll was appointed chairman of the Publicity Committee.

Miss Ingram reported that she had not yet worked out all the details of a Committee on Law. The plan is to have Mr. Lafon Allenor some other very prominent lawyer as head of the Committee, with several young men just out of school to do the actual work of drafting the bills, under his supervision.

Mr. Mackoy: I think this would be a good plan. Mr. Allen can select several able young men of his acquaintance who will be glad to do the drafting work. The bills can then be submitted to him, to me, and to Miss Ingram. In that way there should be no mistake either in the drafting of the bills, or in their content. This Committee might be a permanent one to draft bills at any time thruout the year.

Mr. Mackoy said that he would talk to Judge Allen about the matter, and in the meantime Miss Ingram also would communicate with him.

Mr. Stoll asked for a statement as to what things should be given publicity. The following bills, it was unanimously agreed, form the basis of the Commission's program:

- 1-An act to create a Children's Bureau, under this Commission, with an appropriation of not less than \$ 15,000.
- 2-An act to permit the creation of County Child Welfare Boards under the Children's Bureau.
- 3-An act to amend the present marriage law.
- 4-An act to amend the Juvenile Court law.
- 5-An act to annul the apprenticeship law.

Also it was unanimously agreed that the Commission would stand back of the following proposed bills:

- 1-An act providing for adult probation.
- 2-A Home Rule Recreation Act.
- 3-An act to enforce the compulsory school attendance law.

Miss Ingram said that in deference to Miss Neville's wishes the question of compulsory education for the blind would be taken up at a future meeting.

Dr. O'Brien: If the Board of the School for the Blind is opposed to such a law, I feel that it would be better policy to try to educate them to the need for the law, even if it took two years to do it, than to try to pass the law over their heads.

Miss Ingram announced that she felt another meeting should be held early in January, at which time she hoped that all members of the Commission would make a determined effort to be present, so that the final legislative program might be adopted.

The meeting adjourned at 12:30.

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Miss Margaret Woll, Red Cross Field Worker came in during the latter part of the meeting.

Miss Ingram expressed regret that the other members of the Commission could not be present.

Miss Ingram reported that the Commission's Legislative program has been endorsed by the Kentucky Federation of Women's Clubs, the Kentucky League of Women's Voters, Kentucky Consumers League and the Women's Social Hygiene Association. She further reported that Dr. McCormack had urged the Commission not to enlist the support of the Rotarians until after February 15. By that time he felt that the fight on the State Board of Health would be decided and both he and the Rotarians would then give all their support to the Commission's program.

The following report on the Recreation Bill was read by Miss Bell:

"Miss Opal Ralston of the National Playground and Recreation Association sent to Kentucky to help secure the passage of a Home Rule Recreation Act, reports that the Home Rule Recreation Act sponsored by the Kentucky Federation of Women's Clubs and the State Recreation Committee has been endorsed by the following state-wide organizations:

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Miss Ingram reported that Mrs. Bayless, President of the Kentucky Federation of Women's Clubs said that she would take entire charge of the Recreation Bill.

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Mr. Hodson: In the first place a Children's Bureau without appropriation cannot accomplish any real piece of work. Then a non-functioning Children's Bureau will get a bad name- people will come to look upon it as an inefficient organization. Enemies for the Bureau idea, rather than friends, will be made by such a step, and when an appropriation is again sought the Bureau will be in such disfavor that there will be hardly a chance to secure it. As for passing the bill to take effect two years hence, it has been my experience that one legislature never cares to have its bills passed by the preceding one. Two years hence if you take this bill up and say, 'now the last legislature passed this bill but gave us no appropriation, you are to do that,'-- the legislature will be very disinclined to do it. They will probably say, 'well, let the next one after us give you an appropriation'-- and so it will go.

It was agreed that unless the bill could be secured with an appropriation of \$10,000 it would be better to wait two years and try again, and in that two years to do a great deal of publicity work for the Bureau.

The second question for discussion was the advisability of passing the County Board bill without the central Bureau. To some of the Commission this had at first seemed possibly a wise step, that thru county organization there might be built up a state wide interest and demand for a Children's Bureau. However, Mr. Hodson pointed out that the whole scheme should resemble a wheel, wherein the Children's Bureau was the hub, and the County Boards the spokes. These County Boards without the central Bureau would be useless, as spokes without the hub, having no central force to hold them together and true to form. Some boards might organize wrong, with poor appointments, and go off at a tangent, and later when the Bureau was established they might prove very difficult to bring back into line.

The Bureau without the County Boards could do much in the way of education and preparing for county organization. The Bureau should undoubtedly come first.

Dr. O'Brien said that there should be sound educational work from the central Bureau.

Mr. Hodson: This taking what you can get is a compromise at a time when there should be no compromise. The Commission should decide on a minimum, say, the Children's Bureau with \$10,000 appropriation, and not take less. The whole idea, the whole scheme is

Feb. 26th.

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weakened when you accept anything less. Visitation should certainly be a right of the Children's Bureau, a minimum right. Seventeen states have absolute supervision with license power. The whole question resolves into this: either the private institution is responsible to the public, or it is not.

Again if it is a question of passing the Children's Bureau bill over a strong minority, or waiting two years and in the interim winning over the minority, and passing the bill with the cooperation of those very agencies, the latter course is certainly advisable. The Children's Bureau should be the crystallization of a state wide desire and demand. If it is not, then the new director of the Bureau will be at a disadvantage from the very start. The Bureau will be on the defensive, and much of its force will be lost.

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It was agreed that unless the bill could be secured with an appropriation of \$10,000 it would be better to wait two years and try again, and in that two years to do a great deal of publicity work for the Bureau.

The second question for discussion was the advisability of passing the County Board bill without the central Bureau. To some of the Commission this had at first seemed possibly a wise step, that thru county organization there might be built up a state wide interest and demand for a Children's Bureau. However, Mr. Hodson pointed out that the whole scheme should resemble a wheel, wherein the Children's Bureau was the hub, and the County Boards the spokes. These County Boards without the central Bureau would be useless, as spokes without the hub, having no central force to hold them together and true to form. Some boards might organize wrong, with poor appointments, and go off at a tangent, and later when the Bureau was established they might prove very difficult to bring back into line.

The Bureau without the County Boards could do much in the way of education and preparing for county organization. The Bureau should undoubtedly come first.

Dr. O'Brien said that there should be sound educational work from the central Bureau.

Mr. Hodson: This taking what you can get is a compromise at a time when there should be no compromise. The Commission should decide on a minimum, say, the Children's Bureau with \$10,000 appropriation, and not take less. The whole idea, the whole scheme is

Feb. 26th.

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weakened when you accept anything less. Visitation should certainly be a right of the Children's Bureau, a minimum right. Seventeen states have absolute supervision with license power. The whole question resolves into this: either the private institution is responsible to the public, or it is not.

Again if it is a question of passing the Children's Bureau bill over a strong minority, or waiting two years and in the interim winning over the minority, and passing the bill with the cooperation of those very agencies, the latter course is certainly advisable. The Children's Bureau should be the crystallization of a state wide desire and demand. If it is not, then the new director of the Bureau will be at a disadvantage from the very start. The Bureau will be on the defensive, and much of its force will be lost.

The Filson Historical Society

On Wednesday, February 27, Mr. William Hodson met with Miss Neville, Mr. Smith and Miss Bell at Frankfort to discuss several bills proposed by the Kentucky Child Welfare Commission. The first bill under discussion was the proposed amendments to the juvenile court act, providing that upon the affidavit of two reputable physicians to the fact that a child is feebleminded, the county judge may commit such child to an institution for feeble mindedness. Under the present law both adults and children must be committed thru the circuit court after a trial by jury. Mr. Hodson felt that the amendment is preferable to the present law, for jury trial for feeble mindedness is not satisfactory. He pointed out that even under the amendment unless the child were brought into the juvenile court on charge of delinquency, dependency or neglect, and then found feeble minded, he would still have to be committed thru the circuit court in the regular manner. The amended law simply gives the county judge authority to commit children already before him on some juvenile charge.

The advisability of pressing the adult probation law was discussed. It was agreed that without some central supervision, the wholesale appointment of probation officers might prove a very uncertain proposition. Probation officers might be ill chosen, the whole system might become a mere political machine.

However, Mr. Hodson pointed out that Kentucky is the only state that has no provision for suspended sentence, no form of adult probation. Therefore, even if there is no chance of passing the adult probation law, educational benefit derived from discussing and arguing the law will be well worth while.

Mr. McElroy has reported that ⁱⁿ the Senate Committee hearing on the Marriage bill the requirement of five days notice had been stricken out, inasmuch as the Committee absolutely refused to report the bill favorably with this requirement. It was agreed that though the Commission had hoped to pass the bill in toto, the raising of the age requirement would be a worth while measure and a forward step for Kentucky.

The whole question of the Children's Bureau and County Child Welfare Boards was again discussed with the same points made and from the same angles as in the meeting the previous night with Mr. Stoll and Dr. O'Brien. Again it was determined to try to secure a Children's Bureau with \$10,000 appropriation, and if the measure failed, to begin at once a program of education and publicity to secure its passage two years from now.

Mr. Hodson said that the failure of the bill might prove a blessing in disguise for after two years of intensive preparation it should pass with a full appropriation and the good will and cooperation of everyone.

"Too much stress cannot be placed upon the value of public hearings on all points of a legislative program. Too much stress cannot be placed on the value of obtaining in advance the cooperation of every individual or agency thruout the state that might have any reason to prove hostile to the bill, of disarming them in the very beginning by fullest explanations and satisfactory agreements.

Wed. Feb. 27th.

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"Created under such conditions, with the interest and support of the whole state, the State Children's Bureau of Kentucky would surely develop into one of the foremost Bureaus in America, a credit to the state and a model for all states."

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The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. First Street, Louisville, Kentucky, at 2:10 p.m. Monday, April 7, 1924.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Miss Linda Neville, Dr. Frank J. O'Brien, Mr. John Smith, Mrs. Bernard Selligman, Mr. Geo. Stoll and Miss Ann Bell.

Miss Ingram stated that she had just received a telegram from Mrs. McVey in which she regretted that a sudden trip to New York prevented her presence at the meeting.

Miss Ingram reviewed in brief the Legislative session of 1924, especially that both Senate and House Committees had been most favorable toward the Children's Bureau and County Child Welfare Board Bills. She called to mind however, the opposition which came from Senator Duffy, who was undoubtedly influenced by Mr. Schon.

The appended financial report was submitted for the approval of the Commission. It was accepted in toto. Miss Ingram stated that the Finance Committee has agreed to serve again. Subscribers of \$100 or more to the recent Community Chest Drive were published in the local papers. Miss Bell has incorporated this list into our mailing list, has excluded those who have already contributed to the Commission, so that now we have what we believe to be a very fine mailing list ready for our finance committee. This Committee, I feel sure will take action very soon.

Miss Ingram said that the term of membership for Dr. O'Brien and Mrs. Selligman had expired and inasmuch as both had proved such very valuable members of the Commission, she had taken the liberty of writing to the Governor requesting their reappointment. Following the resignation of Mr. Bradshaw she had also submitted to the Governor the names of several suggested members for the Commission, among them Mr. Scott, recommended by Mr. Bradshaw, Judge Hoorman, Mr. Leon Lewis, and others. From the Governor she received a most courteous reply saying that he had reappointed Dr. O'Brien and Mrs. Selligman and for the third vacancy would appoint Mr. Lewis if he would accept the position.

A motion was made by Miss Neville, seconded by Mr. Stoll and unanimously passed to the effect that the Commission heartily endorse Miss Ingram's action in recommending the reappointment of Dr. O'Brien and Mrs. Selligman.

The discussion of a state wide advisory committee of fifty was next on the program.

Miss Ingram: Both Miss Lenroot and Mr. Hodson strongly recommended such a Committee, to be composed of representatives from the legislature, mens and women's state wide organizations and other groups. The names of the advisory Committee could be placed on our stationery. Thru the Advisory Committee the Commission will have in every section of the state interested and also well informed people to assist in the arrangement of public hearings and to gain cooperation for the Commission's proposed measures.

Mr. Hodson has promised to come to Kentucky for two weeks, probably in July to get thoroly acquainted with the situation here and to help us work out our program. Again later in the year or the first of next year when we begin our State wide hearings on every phase of our legislative program, Mr. Hodson will come back and definitely help with these hearings. Miss Brisette, field worker of the National Catholic Welfare Council has consented to help us, and her assistance, especially with the Catholics thruout the State, will be very valuable.

Dr. O'Brien: Is the "fifty" merely an estimate, or do we intend to actually limit the Committee's membership to fifty?

Mr. Stoll: The Advisory Committee should be as universally representative as possible. For instance, I think Mr. Sehon should certainly be a member.

It was decided that the Advisory Committee should be unlimited in membership with a probable membership of one hundred rather than fifty and should be representative of the following groups: Religious groups-- Catholic, Jewish, Protestant; Social agencies-- orphanages, child caring institutions; Civic Clubs; Men's and Women's State Wide organizations--Rotary, Kiwanis etc, Kentucky Federation of Women's Clubs, League of Women Voters etc.; educational-- universities, normal schools; judicial -- State Bar Association; Legislative-- Senators and Representatives; farmers-- Farmers Bureau, Tobacco Association; Industrial ---Associated Industries of Kentucky and others.

Miss Ingram read over the list of Senators and Representatives and the Commission checked those who should be invited to come on the Advisory Committee.

It was decided that each organization be sent a letter asking that a representative be appointed to serve on the Advisory Committee, that the Boards of Orphanages and Child Caring Institutions be asked to appoint a member, that faculties of schools be asked to designate a member and that in addition certain prominent individuals in strategic sections of the State as well as the members of the Legislature, be asked to become members of the Committee.

Dr. O'Brien brought out the point that whereas the policy of the Rotary Club is to take no part in legislative affairs except in so far as they menace public welfare, the club will have to be approached most carefully. He felt that noon day luncheon clubs should be handled thru the Round Table.

Mr. Stoll raised the question of having the members of the Committee of two kinds, those who would be on a mailing list and those who would attend Commission meetings.

Miss Ingram pointed out that Committee members might be invited to meetings but that their greatest value would be in the State wide work and that they would be increasingly valuable as they were educated and well informed upon the needs of the State and how those needs can best be met.)

Dr. O'Brien pointed out that the members of the Advisory Committee should be sent material to educate them.

A motion was made by Miss Neville seconded by Mr. Stoll and unanimously passed to the effect that the final choice of legislators who should be chosen for the Advisory Committee should rest with Miss Ingram.

Miss Neville made the suggestion that a letter of thanks be written to those legislators who had been particularly favorable and cooperative in the Commission's recent legislative efforts.

The form of letter to be sent out as an invitation to membership on the Advisory Committee was then discussed.

Mr. Stoll felt that there should be no setting forth of any program, no mention of the Children's Bureau. He felt that the Commission should consult with the Advisory Committee before adopting a program. He said: "If the Committee helps make the program it will be theirs, and they will be for it and work for it. We should not ask them to accept our program."

Mrs. Selligman said that since the Commission has stood for a Children's Bureau for four years already, she thought we should start right out in the beginning with that object in view and educate the Advisory Committee, in case they needed such education; to the need for such a Bureau and the value of it.

Dr. O'Brien suggested that we use in the letter some such phraseology as "From the study of conditions it would appear that there is a great need for some centralized agency--will you help us with our program?"

Mr. Stoll moved that the chairman be authorized to complete the list of members for the Advisory Committee and submit it to each member of the Commission for a mail vote. The motion was carried.

The time for the next Commission meeting was then discussed. Mr. Stoll suggested that each member mail in a list of possible dates and of impossible dates from now until the first of July. All were agreed that there should be a meeting in May or early in June.

Miss Ingram brought up the question of the Commission's need for at least six months of a field worker's services. She said that this should be included as an item of expense in the letter sent out by the Finance Committee.

Mr. Stoll's suggestion that this question be tabled for the discussion of the general group, including the Advisory Committee, was not accepted. It was pointed out that the Commission must determine its own policy.

^ / Miss Neville: Our stand is taken, -- we must persuade an Advisory Committee to stand with us.

Dr. O'Brien suggested that instead of specifying field worker in the finance letter, the statement be made that the Commission must have funds to get publicity throught the State.

Miss Ingram said that she and Miss Neville would draft a letter of invitation to membership on the Advisory Committee, which she would submit to ~~the Commission~~ for approval.

Ur. O'Brien and Mr. Stoll.

The meeting adjourned at 4:00.

The Filson Historical Society

A meeting of the Kentucky Child Welfare Commission was held at Neighborhood House, 428 S. 1st Street, Louisville, Kentucky, at 1:30 p.m. Saturday June 7, 1924.

Members of the Commission present were: Miss Frances Ingram, Chairman, presiding, Mrs. Bernard Selligman, Dr. Frank J. O'Brien, Mr. E. G. Scott and Mr. George Stoll.

Minutes of the last ^{regular} meeting held April 7, 1924, were read and approved. Altho Mr. Stoll questioned ~~the~~ one statement, it was decided to let the minutes stand as written.

Minutes of a special meeting that was called when Miss Linda Neville happened to be in Louisville, on May 8, were then read. It was moved by Dr. O'Brien and seconded by Mr. Stoll that they be incorporated in the regular minutes of the Commission.

Full discussion of the value, need and organization of ~~the~~ an Advisory Committee (followed) Altho it was generally agreed that there was a need for an Advisory Committee it was felt that the organization of such a Committee should come after the members were interested locally throuth the state thru the propoganda of the Commission.

Miss Ingram reported that Mr. Hodson expected to be in Louisville in July, and that since she would be out of the city at that time, she wished to ask the members of the Commission if they would be able to take charge of him.

's visit) After some discussion as to the advisability of ~~having~~ Mr. Hodson/during Miss Ingram's absence, a motion was made and duly seconded that we express our appreciation of Mr. Hodson's willingness to come to Louisville, and ask him to come to us some time in August or September when Miss Ingram would be in the city. Miss Ingram stated that Mr. Hodson's first visit to Louisville would be "to get the feel of things", ~~and later to advise us and help us plan for the future.~~

Discussion of the immediate program of the Commission followed. Mr. Stoll said that if we could get demonstrations made, held conferences, and start our campaign of education we would be making a good beginning. Mrs. Selligman suggested that we show the lack of care for all types of children by taking specific cases and carrying them through, showing that there ~~was~~ is no adequate provision made to see the case to the end. Dr. O'Brien said he thought this was an excellent suggestion and that cases should be worked up and kept on file to use for newspaper publicity or in making talks. Miss Ingram said that this was an excellent way to supplement the material gathered thru the Federal Children's Bureau Questionnaire being sent out in cooperation with the Commission.

Dr. O'Brien said that the most important thing was to outline the phases of child welfare work we wish to study, whither it is orphanages, institutional problems, crippled children or probation. Mrs. Selligman suggested that we each take a topic and write a thesis, to be submitted to the Commission, and in this way we will all be talking the same language.

In accordance with these suggestions, the following topics were listed and assigned to the following members:

- I. Orphanages vs. Child Placing and Foster Home Care
Mrs. Bernard Selligman
- II. Juvenile Delinquency
Dr. F. J. O'Brien
- III. Physically handicapped: crippled blind, deaf etc.
~~XXXXXXXXXXXXXXXXXXXX~~ Miss Linda Neville
- IV. Education : Mrs. Frank Le R. McVey.
- V. Child Labor, Mr. Harry B. Mackoy
- VI. Recreation, Mr. John Smith

It was further decided that the Commission cooperate with all agencies already in field, ~~XXXXXXXXXXXXXXXXXXXX~~ such as the Children's Bureau, meeting with them and encouraging them.

After the above papers have been prepared, they will be read and discussed in the presence of experts who will be asked to meet with the Commission, and give us their advice.

The meeting then adjourned at 4:00 p.m.

The Filson Historical Society

Joint Meeting, December 5, 1927 - Motions made and carried.

Mr. Benjamin moved we accept the bill of the Child Welfare Commission, provided necessary provision for Mothers' Aid be written into the bill by the lawyers. Seconded by Mrs. Selligman. Unanimously carried by Miss Ingram, Mrs. Bayless, Mrs. Selligman, Mr. Sales, Mr. Benjamin, Mr. McElwain, and Mr. Taylor.

Moved that we write into bill a motion for \$35,000. for Mothers' Aid in addition to the \$10,000. of Bureau for submission to Governor Sampson. Following decision of Governor another meeting of groups will be held, if necessary. Moved by Mr. Benjamin. Seconded by Mrs. Selligman. Unanimously carried.

Mr. Benjamin moved that Miss Ingram arrange a meeting of the following: Messrs. Lewis, Ryan, Perry, Tachau, Benjamin and two members of Miss Ingram's Commission, Dr. O'Brien, Miss Ingram and Mrs. Selligman, to discuss consolidation of two bills and compulsory feature of bill to be submitted to Governor. Unanimously carried.

The above Minutes were written by Mr. Arthur Taylor.

Joint Meeting, December 8, 1927 - Motions made and carried.

Mr. Benjamin moved we accept the bill of the Child Welfare Commission, provided necessary provision for Mothers' Aid be written into the bill by the lawyers. Seconded by Mrs. Selligman. Unanimously carried by Miss Ingram, Mrs. Dayless, Mrs. Selligman, Mr. Sales, Mr. Benjamin, Mr. McElwain, and Mr. Taylor.

Moved that we write into bill a motion for \$35,000. for Mothers' Aid in addition to the \$10,000. of Bureau for submission to Governor Sampson. Following decision of Governor another meeting of groups will be held, if necessary. Moved by Mr. Benjamin. Seconded by Mrs. Selligman. Unanimously carried.

Mr. Benjamin moved that Miss Ingram arrange a meeting of the following: Messrs. Lewis, Ryan, Perry, Tachan, Benjamin and two members of Miss Ingram's Commission, Dr. O'Brien, Miss Ingram and Mrs. Selligman, to discuss consolidation of two bills and compulsory feature of bill to be submitted to Governor. Unanimously carried.

The above Minutes were written by Mr. Arthur Taylor.

Resolution offered by the Kentucky Child Welfare Commission and adopted by the Mothers' Aid Committee of which Mr. Bastian was the chairman, at a meeting at Neighborhood House, Tuesday, July 12, 1928

That it be the view of the Kentucky Child Welfare Commission that it will welcome any assistance of the Mothers' Aid Committee in its educational program for Mothers' Aid, this being one of the major objectives of the Commission's program, but that it request that no efforts looking toward legislation be put forward prior to the 1928 session of the legislature.

The Filson Historical Society

Miss Katherine Lenroot, Assistant to the Chief of the Children's Bureau, Washington, D. C. delivered the following address before the Louisville Conference of Social Workers, at a meeting held in Christ Church Cathedral, Louisville, Kentucky, October 22, 1923.

PROBATION.

Social responsibility for the care of children was developed in England many years before it came into being in the United States. Since the States inherited the Crown's powers, so child welfare is largely a matter of state concern. National interest is expressed thru the Federal Children's Bureau at Washington. Kentucky must recognize the national viewpoint.

The Kentucky Child Welfare Commission has considered the various ways in which Kentucky is not fulfilling her obligations.

Kentucky early passed a very splendid Juvenile Court Law. This law is fundamentally sound but for the most part Kentucky has a Juvenile Court in name only. A Juvenile Court should deal not alone strictly with the Court aspect; it should be primarily a social agency for studying the needs of children and for carrying out the treatment which will put these children in proper relation to their environment. It must have systematic investigation and follow up work. It should have a psychological clinic for scientific study.

As long as entirely inadequate salaries are allowed for probation officers, Kentucky cannot have a real probation system. Trained workers cannot be secured at the salaries now prescribed.

The Judge of the Juvenile Court is elected for four years only. Most of these judges are inexperienced in the handling of Juvenile problems. This inexperience causes a poor administration until they acquire a better understanding of their responsibility. Thus the system of a new judge every four years necessitates many periods of inexperience and trial.

There are certain recognized minimum standards for Juvenile Courts. First, the judge should serve not less than six years. Probation officers should be appointed after competitive examination.

The Domestic Relations Court is the most recent development for judicial treatment of family problems.

Probation is the non-institutional treatment of delinquency. It must not be considered as a mere routine wherein the probationer reports at regular intervals to some officer. Real probation involves as much skill as the treatment of disease. The Probation Officer should consider not only the obvious factors in the home, but the less obvious ones--the little things that make for happiness, the Child's interests, his companionships and recreations. The discovery of these things requires time and intensive case work. A few probation officers cannot do the task efficiently. The Probation officers should refuse to grant probation without adequate investigation, then Kentucky would realize that it is not meeting the problem and would appoint more officers. Except in the cities, Kentucky makes no provision for probation officers. The Child Welfare Commission will recommend the permissive appointment of County Probation officers and the removal of a fixed salary.

A Children's Bureau would do much for Kentucky by rendering assistance to the Courts and by advising the Judges on the appointment of probation officers. The Children's Bureau with the County Boards can solve the problem of State supervision and leadership so essential to a good State Probation system. Adult Probation should be made possible, for many of its problems concern the welfare of children.

Kentucky is keeping young children in jail thereby violating the law which provides penalty for contributing to the delinquency of children. Except in cities no provision is made for detention of children apart from the jail. The Children's Bureau and the County Board of Welfare will develop the boarding out plan where there are no special detention homes for children.

*The change along that follow here
 is that in 1919 the same county bonds were printed in
 the Wellington Survey of Ky and that today - 1939 - the same bonds can
 still be used to describe our work in the juvenile field - then the
 juvenile field.*

The Filson Historical Society

Mr. C. C. Carstens, Director of the Child Welfare League of America delivered the following address before the Louisville Conference of Social Workers at a meeting held in Christ Church Cathedral, Louisville, Kentucky, October 22, 1923.

The Children's Bureau.

There are two main phases of Child Welfare: (1) The protection of the various interests and rights of a child; (2) Caring for children who thru misfortune do not have their own parents to care for them. These two phases include almost everything that is done for children.

The home seeks to protect its children. No other agency has yet been found that can take its place. Despite the talk against the American home, it functions fairly well. But there are children who need more than this; those who suffer from neglect and misfortune. Thus we need other agencies to supplement the home care.

Such supplementing agencies are the juvenile court, the Children's Protective Association, the School Visitor, Y. W. and Y. M. C. A., Boy and Girl Scouts, and others. If we could have but one agency I would choose the School Visitor, so important is this early protection of the rights of children.

There is one other agency for the child who has no home or who needs a new environment---the institution. It has been a good servant for many years, but it has not developed all the interests of the child. Too often it has been satisfied to provide food and shelter, and not to regard the child as an individual being.

I I plead for the individual home, individual care for the child. I believe we should use the splendid families of Kentucky, as far as possible for these unfortunate children. The family and the institution are never alternatives for the same child. There are four kinds of care for the child who has been taken from his own home:-

1. The Free Home.

If there are no children in the home, people are naturally glad to receive a child who fits into that particular home.

2. Adoption: often developing from 1.

3. Boarding Home

This is the most flexible instrument for child care. It affords a family home to those who could not possibly have a free home. It supplies a home to those not subjects for adoption--the sick, the homely, the slightly mentally defective. In the right sort of boarding home the child receives, in love and family life, far more than the amount of the payment.

The child has a right to live above the poverty line. No child should be boarded out in a home where the payment is the main consideration. However each new dollar opens better homes which could not support a child otherwise.

Oct 22, 1923

3. Boarding Home (con.)

The appeal is "Will you share the community burden of this child?"

The boarding home is not a new idea. In places where it has been poorly managed it has not succeeded, but it has also been done with great success.

4. The Institution.

The greatest problem in child care to-day is the lack of co-operation among the various agencies. In some places I find agencies not knowing each other's plans, not understanding each other's aims, even looking upon each other with suspicion and distrust. Every Welfare League should look upon child-caring agencies as a vital part of a community plan, should know the part each agency plays.

Not only should we have a community plan, but we must have a state plan for child care. Recognizing this, more than half the states in the Union have already established Children's Bureaus. The mentally and physically defective, as well as the normal children, have certain inalienable rights. You will not have met those rights in Kentucky until you have a Children's Bureau.

The Children's Bureau sits in the high tower and examines the field. From this high tower it sees the needs of children and how these needs can best be met. The Bureau then rouses the public to its responsibility. It is the duty of the Children's Bureau to license and supervise all child-caring institutions. Widow's and Mother's Aid Funds can be administered thru the Children's Bureau. The Bureau has the authority and the responsibility to act in behalf of the child born out of wedlock, the neglected, rural and mountain children, sick and crippled, the dependent and delinquent.

But be it ever so effective, a Children's Bureau in Frankfort, cannot do all the work. It needs what we have come to recognize an administrative unit, the County Board of Public Welfare. Every county in Kentucky would not at once establish a county board, but that is the ideal. North Carolina and Minnesota have made history in working out their county organization. In Kentucky, the Children's Bureau should be under the State Board of Charities and Corrections, in order to insure close co-operation in dealing with institutions. Institutions clearly below grade should be eliminated and all should be standardized.

The Children's Bureau has two general responsibilities: (1) to see that individual agencies whether public or private, function properly; (2) to act as a general supervisory body, which shall set standards, bring up institutions that are falling behind, and make possible state unity by close co-operation.

I have been accused of trying to make the public do the whole job. The trouble is that too often we fail to recognize the close relation between the public and the private agency. The private agency cannot do all the work in any state; the public agency cannot live without the support of the private agency. So I feel that each has much to gain from the other—they complement each other.

C. C. Carstens.

Oct. 22, 1923.

It is for the private agency to try the new, to experiment, to lead the way; the public agency assumes responsibility and does for the two thousand what the private agency has done for twenty. At first kindergartens were entirely private agencies. The public schools, profiting by the experiment of the private agencies, saw the value of kindergartens, and installed them as part of their curriculum. I beg of you to think of the whole scheme of child welfare as needing planning which no private agency can give it. The Children's Bureau can do for Kentucky what no group of private institutions, however good, can ever do.

The Child Welfare League of America has become much interested in child-caring institutions. It has established certain qualifications for eligibility for membership in the League:

1. The institution must make an intake study of every child. This study must be psychological, as well as physical, in order that no child should be received who can be better cared for in another way, for instance, thru Mother's Aid.
2. The institution must measure up to the standard of inspection in the state, or if there is no standard required in the state, it must measure up to the standard set by the League.
3. The institution must have a department constantly on the qui vive to see that the child does not remain in the institution one day longer than is necessary. There must be close follow up work to secure the earliest possible domestication. Intake study and follow up work give community contact, without which no institution can properly function. It is the duty of every institution to see that the child does not lose contact with his community.

Mr. C. C. Carstens, Director of the Child Welfare League of America delivered the following address before the Louisville Conference of Social Workers at a meeting held in Christ Church Cathedral, Louisville, Kentucky, October 22, 1923.

THE CHILDREN'S BUREAU

There are two main phases of Child Welfare: (1) The protection of the various interests and rights of a child; (2) Caring for children, who thru misfortune, do not have their own parents to care for them. These two phases include almost everything that is done for children.

The home seeks to protect its children. No other agency has yet been found that can take its place. Despite the talk against the American home, it functions fairly well. But there are children who need more than this. Those who suffer from neglect and misfortune. Thus we need other agencies to supplement the home care.

Such supplementing agencies are the Juvenile Court, the Children's Protective Association, the School Visitor, Y.W. and Y.M.C. A., Boy and Girl Scouts and others. If we could have but one agency, I would choose the School Visitor, so important is this early protection of the rights of children.

There is one other agency for the child who has no home^{OR} needs a new environment--- the institution. It has been a good servant for many years, but it has not developed all the interests of the child. Too often it has been satisfied to provide food and shelter and not to regard the child as an individual being.

I plead for the individual home, individual care for the child. I believe we should use the splendid families of Kentucky, as far as possible, for these unfortunate children. The family and the institution are never alternatives for the same child. There are four kinds of care for the child who has been taken from his own home:-

1. The Free Home

If there are no children in the home, people are naturally glad to receive a child who fits into that particular home.

2. Adoption: often developing from 1.

3. Boarding Home:

This is the most flexible instrument of child care. It affords a family home to those who could not possibly have a free home. It supplies a home to those not subjects for adoption,-- the sick, the homely, the slightly mentally defective. In the right sort of boarding home, the child receives, in love and family life, far more than the amount of the payment.

The child has a right to live above the poverty line. No child should be boarded out in a home where the payment is the main consideration. However, each new dollar opens better homes which could not support a child otherwise. The appeal is "Will you share the Community burden of this child?"

3.Boarding Home: (con)

The Boarding home is not a new idea. In places where it has been poorly managed it has not succeeded but it has also been done with great success.

4.The Institution

The greatest problem in child care to-day is the lack of cooperation among the various agencies. In some places I find agencies not knowing each other's plans, not understanding each other's aims, even looking upon each other with suspicion and distrust. Every Welfare League should look upon child caring agencies as a vital part of a community plan, should know the part each agency plays.

Not only should we have a community plan but we must have a state plan for child care. Recognizing this, more than half the States in the Union have already established Children's Bureaus. The mentally and physically defective, as well as the normal children, have certain inalienable rights. You will not have met these rights in Kentucky until you have a Children's Bureau.

The Children's Bureau sits in the high tower and examines the field. From this high tower it sees the needs of children and how these needs can best be met. The Bureau then rouses the public to its responsibility. It is the duty of the Children's Bureau to license and supervise all child caring institutions. Widow's and Mother's Aid Funds can be administered thru the Children's Bureau. The Bureau has the Authority and responsibility to act in behalf of the child born out of wedlock, the neglected, rural and mountain children, sick and crippled, the dependent and delinquent.

But be it ever so effective, a Children's Bureau in Frankfort, cannot do all the work. It needs what we have come to recognize, an administrative unit, the County Board of Public Welfare. Every County in Kentucky would not at once establish a County Board, but that is the ideal. North Carolina and Minnesota have made history in working out their county organization. In Kentucky, the Children's Bureau should be under the State Board of Charities and Corrections in order to insure close co-operation in dealing with institutions. Institutions clearly below grade should be eliminated and all should be standardized.

The Children's Bureau has two general responsibilities: (1) to see that the individual agencies, whether public or private, function properly; (2) to act as a general supervisory body, which shall set standards, bring up institutions that are falling behind and make possible State unity by close co-operation. *red fox*

I have been accused of trying to make the public do the whole job. The trouble is that too often we fail to recognize the close relation between the public and the private agency. The private agency cannot do all the work in any state; the public agency cannot live without the support of the private agency. So I feel that each has much to gain from the other-- they complement each other.

It is for the private agency to try the new, to experiment, to lead the way; the public agency assumes responsibility and does for the two thousand what the private agency has done for twenty. At first kindergartens were entirely private agencies. The public Schools, profiting by the experiment of the private agencies, saw the value of kindergartens, and installed them as part of their curriculum. I beg of you to think of the whole scheme of child care as needing planning which no private agency can give it. The Children's Bureau can do for Kentucky what no group of private institutions, however good, can ever do. /

The Child Welfare League of America has become much interested in child caring institutions. It has established certain qualifications for eligibility for membership in the League:

1. The Institution must make an intake study of every child. This study must be psychological as well as physical in order that no child should be received who can be better cared for in another way, for instance, thru Mother's Aid.
2. The Institution must measure up to the standard of inspection in the State, or if there is no standard required in the State it must measure up to the standard set by the league.
3. The institution must have a department constantly on the qui vive to see that the child does not remain in the institution one day longer than is absolutely necessary. There must be close follow up work to secure the earliest possible domestication. Intake study and follow up work give community contact without which no institution can properly function. It is the duty of every institution to see that the child does not lose contact with his community.

Abolishment of the Hoosier Gretna Green will be one of the objectives of the Kentucky Child Welfare Commission in its program for a uniform marriage law prohibiting the marriage of girls younger than 16 years and boys younger than 18. The Commission also favors a uniform marriage law, which would make compulsory the ~~possibility~~ of the marriage bans for five days prior to the ceremony, which ~~it is pointed out, would put an end~~ ~~to overnight courtships which terminate in the divorce courts after~~

a hasty wedding in Jeffersonville.

The records of the divorce courts are taken as an authority for the statement that the majority of Jeffersonville *weddings* end in divorces, many marriages lasting but a few days after which one or the other of the couples ~~abandon~~ their mate.

The court records on both sides of the Ohio River are filled with annulment suits growing out of hasty weddings and abandonment of children, the result being delinquency and abandonment of children. It is to strike at the Jeffersonville matches as well as the ill-mated marriages in the State ~~that the commission is planning to urge that both states cooperate in passing uniform marriage laws.~~ Social workers often find

~~Miss Frances Ingram, chairman of the~~
~~compiled the results of a survey of delinquency,~~
~~shows~~ that the childwife, hastily married and as speedily divorced is the greatest offender, becoming often a frequenter of roadhouses and seemingly not satisfied with her own wrecked life, becomes a menace to other girls, with whom she associates.

The Commission believes that raising the age limit for ~~couples~~ who marry with the imposition of penalty upon the magistrate violating the law and placing the burden of proof of age upon the squire, will wipe out the Jeffersonville marriage mart. By ~~publishing~~ the bans for five days, it is pointed out that it would be impossible for young men and women to meet one day and marry the next, as is often the case according to the divorce records. Suit after suit asking annulment of marriages recite that one or the other was drunk and married while under the influence of liquor and thus unable to have entered a marriage agreement, or that the boy and girl asking annulment were so young, that they were ~~incapable~~ of signing a marriage contract.

The records of the marrying squires show that ~~an~~ average of 3,000 Kentucky couples ~~cross~~ the river each year to have the the ceremony performed and so keen is the competition of the magistrates for this lucrative business, for years they employed "runners" to grab hold of likely aspirants and lead them to their employers to have the sacred knot tied. In the last few years, due to agitation in the Indiana legislature for a law to ~~curb~~ the magistrates' activities, the Jeffersonville magistrates

have conducted a joint "marriage parlor" where the squires take turns at being on duty to perform ceremonies and at the end of six months, divide the spoils between them.

The Jefferson County court records show that of the approximately 1,600 divorces each year, 70 per cent are marriages contracted in Jeffersonville.

The Filson Historical Society

KENTUCKY CHILD WELFARE COMMISSION

428 SOUTH FIRST STREET

LOUISVILLE, KY.

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Report to
Governor William G. Fields
reg. the
Kentucky Child Welfare Commission
January 1924.

To-day child welfare holds the attention of all thinking people. Thru experience we have learned the preciousness of human life, thru experience we have come to a new conception of the child's relation to the future of the world. The recent world war has shown us how definitely does a nation depend on its children to furnish its citizens, soldiers, generals, leaders, teachers. Ours is the responsibility no less than the power, to shape the Nation's future, for in what manner we mould the childhood of to-day so surely do we determine the manhood of to-morrow. Child welfare is then a national responsibility, preeminently a state responsibility, and finally an individual responsibility, in as much as it is the duty of every citizen to further the best interests of his state and country.

~~National Responsibility~~
In 1910 the United States took formal recognition of its responsibility in the matter of child welfare by the creation of a Federal Children's Bureau. The purposes of this Bureau are to keep constantly in touch with all matters pertaining to or affecting the welfare of children; to promote and assist in state child welfare movements; and to arouse a general interest in child welfare based on knowledge of existing conditions and changes needed therein. From the beginning the Federal Bureau, ~~realizing that it could neither control state legislation nor regulate local policies~~, has encouraged the formation of State Commissions and Bureaus to which the central Bureau is ever ready to give advice and co-operation.

~~Recognition of St. Responsibility~~
Ohio, in 1911, was the first state to create an official commission for the study and revision of child welfare laws. Since then twenty states have followed suit. In addition to the commissions which have been appointed by the legislature or by the Governor, there have been in other states unofficial committees seeking the same ends. Altogether, more than two-thirds of the states have been actively interested in the movement. Kentucky's definite participation began in the early spring of 1919, when at the invitation of various social agencies the field staff of the National Child Labor Committee conducted a state-wide child welfare survey looking toward improvements in the State's system of law and administration. Out of this study of conditions and problems came the creation of the Kentucky Children's Code Commission, appointed by the Governor on authorization of the General Assembly of 1920.

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"An act to create a Commission to be known as The Kentucky Child Welfare Commission and to prescribe its duties and functions.

"Be it enacted by the General Assembly of the Commonwealth of Kentucky:

"1. There is hereby created a commission to be known as The Kentucky Child Welfare Commission, composed of nine members, who shall be citizens of the State of Kentucky and who shall serve without compensation. The members of the Commission shall be appointed by the Governor; three for a period of one year, three for a period of two years and three for a period of three years from date of appointment, and thereafter all appointments, except to fill vacancies caused by death, resignation, or removal, shall be for the full term of three years.

"It shall be the duty of the Commission to continue the survey of Child Welfare in the Commonwealth of Kentucky heretofore begun by the Children's Code Commission authorized under joint resolution of the General Assembly of 1920; to investigate and study the needs of Kentucky children and present to the Governor and the General Assembly, prior to each legislative session, a report of their findings and recommendations based thereon; to prepare data upon the subject, and be ready at all times to advise the Governor or any member of the General Assembly concerning the bills relating to children which may be introduced at any session of the General Assembly."

The passage of this measure marks the beginning of a new epoch in the history of child welfare work in Kentucky. It marks also an important advance in the national field of child welfare legislation for it represents the first enactment into law of the principle that the work of a Children's Code Commission should be

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KENTUCKY CHILDREN'S CODE COMMISSION

"To make a survey of the entire field of child welfare in the Commonwealth of Kentucky."

*Report of Ky. C. W. C. To Gov.
Wm. J. Fields - Jan 16 1924*

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A distinction was made in the recommendations of the Commission between measures which are ideal and measures which are practicable for Kentucky at the present time. Child welfare legislation depends for its effectiveness upon good co-ordination with related laws, which are fundamentally sound and backed by public approbation and support. It is unwise, for instance, to recommend for immediate enactment certain much needed changes in the child labor law until the educational laws of the state are considerably revised.

The most important piece of legislation which the Commission recommends for immediate action is the establishment of a Children's Bureau, with County Child Welfare Boards as administrative units in the various counties. The time has come when Kentucky should take definite state action in behalf of child protection. The creation of a Children's Bureau lends public recognition to the fact that child-caring is a specialized form of social service; it emphasizes the value and importance of the state's work with children; it facilitates a clear division of responsibility and increases the likelihood of securing a well qualified personnel; it creates a special point of appeal in securing the support of women's organizations and other groups whose interest lies chiefly in work with children.

More than 25 states of the Union have established Children's Bureaus as the most effective agencies for child welfare work. Kentucky is one of a very few states that has no state-wide agency responsible for children, no one vested with the necessary authority to insure their well-being and protection. A Children's Bureau would deal intelligently with the problems of delinquency and dependency, would bring about a better administration of the juvenile court and probation, would help to standardize institutional care. More than any other agency a Children's Bureau will be a preventive influence upon delinquent boys and girls of to-day, so that they will not grow up to fill our jails, almshouses, and prisons. The Children's Bureau is recognized as the most modern and effective way of safeguarding the interests of children, of securing to them the inalienable rights of childhood.

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SUMMARY OF CHILD WELFARE LEGISLATION
passed by
THE 1924 GENERAL ASSEMBLY

The 1924 General Assembly brought success to but three of the measures sponsored by the Kentucky Child Welfare Commission. To the casual observer then, it might seem that we have suffered defeat and disheartening failure. To the Commission the Session has not been a failure. Altho we gained but three of our issues, altho our dream for a Children's Bureau came to naught,-- we are not disheartened. We are not disheartened because we have learned a valuable lesson, because we know we can win next time.

The Commission thot that there was a general knowledge concerning the Children's Bureau, that there was a general understanding of its main principles and ideals. But we have found many who do not know, some who do not understand, and a few who positively misunderstand. Therefore we are not sorry to wait two years. In that two years we hope to put on a plan of state-wide publicity and education so that everybody in Kentucky shall not only know and understand the Children's Bureau, but shall so strongly feel the need for such a Bureau that there will be a general state-wide demand for its creation and establishment. If the Children's Bureau can come in answer to such a state-wide demand, if it has from the very outset state-wide interest and co-operation, then its success is assured and it will be one of the greatest forces in shaping the future of Kentucky.

One of the three measures passed at this session of the General Assembly is remedial in character in that it provides care for those children already crippled in body. The other two partake more of prevention, one being a bill to secure the conservation of vision of those children who have defective eyes, the other a Home Rule Recreation Act, an enabling act to provide wholesome recreation for both young and old.

Altho not directly sponsored by the Commission the Louisville and Jefferson County Children's Home bill is of vital interest to us because it affects so intimately the lives of so many children. The institution, housing as it does whites and blacks, girls and boys, dependents and delinquents, presents a situation full of complexities and problems. The act just passed gives the institution the right to board out children in their own homes or in foster homes. Thus it will to a great extent relieve the situation. Moreover it will give the Board of the institution the opportunity to make a demonstration in Kentucky of the value of foster home care. For this reason alone the bill is a very important step forward, one which marks the beginning of a new era in child care in Kentucky.

To the State Society for Crippled Children belongs the credit for securing the passage of the bill affecting crippled children. The bill as passed provides for the creation of a State Commission for Crippled Children with the authority to disburse an appropriation of \$10,000 in the treatment, care and education of crippled children and to defray the expenses incident to such treatment, care and education.

The State's recognition of its debt to the crippled children is a decisive step in the direction of state care for all children, handicapped or normal.

The Conservation of Vision bill is another step in the same direction. It provides for the use of text books specially designed for the conservation of defective sight. Wherever there are enough such children to warrant it, the bill provides for the employment of specially trained teachers and the establishment of separate classes for the defective sighted. This law makes it possible for a child with defective vision to secure an education without further injury to his eyes.

Every child in Kentucky should ultimately derive benefit from the Home Rule Recreation Act. As one Senator expressed it-- "I have four children-- that's why I vote 'yes' ". He recognized the absolute necessity of wholesome recreation for the growing child. The Act gives each city, town and school district the right to set up a well rounded recreation system under some existing board, or under a newly created Recreation Commission, and to appropriate money for the maintenance of such system, for the employment of a recreational director, and for the purchase and upkeep of parks, playgrounds and community centers. When Kentucky has established enough playgrounds and community centers, the corner drug store loafers and the street gangs will disappear. Wholesome recreation is the right of childhood; it is not less the right of adulthood. The well rounded system includes recreation for adults as well as children.

For 1926 the Kentucky Child Welfare Commission again recommends first and foremost the creation of a State Children's Bureau, with county Child Welfare Boards as the local administrative units in the various counties. We hope and believe that after two years of publicity and education this recommendation will come not only from the Commission, but from every club and organization thruout the state, from every individual in the State who has at heart the welfare and protection of the children of Kentucky.

Again we recommend an adult probation law, especially with the provision for the use of the suspended sentence. Kentucky is the only state in the Union which has no form of suspended sentence.

The amendments to the Juvenile Court and Child Labor laws which formed an important part of our 1924 program will again be ~~again~~ proposed in 1926, because we believe them to be in line with the most modern and approved principles of child welfare. For the same reason we will again seek the repeal of the apprenticeship system.

Proposed changes in the marriage law, notably raising the age to 16 for girls and 18 for boys, and requiring the five days posting of notice before license can be secured, were objected to on the ground of violation of personal liberty. We shall again propose these changes because we believe it to be a slur upon the name of liberty to permit little children of 12 and 14 to marry, because we hold it an insult to liberty that so many of our boys and girls are marrying under the

influence of alcohol, excitement and "dares". We hope that the Legislature of 1926 will believe in personal liberty, yes--- but at the same time will not hesitate to put a limitation upon that so-called personal liberty which is destroying the very foundation of the American home.

To the 1926 General Assembly then, we will present our recommendations. In the meantime we shall not wait idle, we shall work to the end that we may justify our existence, whose aim is to secure the welfare of Kentucky's children.

Respectfully submitted,

Ann Bell
~~Ann Bell, Executive-Secretary.~~

The Filson Historical Society

We all realize that juvenile delinquency is one of the gravest problems confronting the American people at this time. J. Edgar Hoover said recently in an editorial in an Eastern newspaper that the greatest single problem of the Federal Bureau of Investigation is how to control juvenile crime. We are told from his own figures that \$15,000,000,000.00 annually is the cost of crime in the United States and we know that a large percentage of this is juvenile delinquency.

Here in Louisville and Jefferson County the Juvenile Court cases are handled either formally or informally, according to the seriousness of the offense. If the crime is grave, a filing or warrant is taken; the case is assigned to one of the Probation Officers; he, in turn, takes custody of the child and either paroles him to his parents or places him in the Detention Home, as the case warrants. The Officer then makes a thorough investigation; gets a complete family history; contacts the person making the charge and in various ways gets all information pertaining to the case. Any social agency, who has knowledge of the family or child under consideration, is contacted. A conference, comprised of the social workers of all agencies knowing the child and the Probation Officers, is held; the case is fully discussed and an agreement reached as to the best manner of handling for the good of the child. It then comes before the County Judge; the facts are presented and he disposes of it as he sees fit. He may decide to place the child in an institution; or release to the parents or place under probation to an Officer or other interested person.

On less serious charges an informal complaint is made; the Probation Officer follows the same course of investigation and settles or adjusts the case without bringing it before the Judge. In many

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instances supervision and guidance are given over a long period of time; and it is very interesting to note the confidence and cooperation shown when it is understood by the family that the Officer is whole-heartedly interested in their welfare and is anxious to help solve their problems.

The Juvenile Court has two departments which are:

1. Juvenile - which handles delinquent and dependent children.
2. Non-support -

Both of these branches have a large number of cases.

JUVENILE DEPT.

In the Juvenile Department there is delinquency in all forms, the chief types being:

1. Theft - which predominates as a crime. There is no explanation of this except there are many reasons and many temptations to steal.
2. Truancy.
3. Sex delinquency - In every form. This is chiefly due to adolescence and to twisted or perverted minds.
4. Maliciously wanton acts - such as shooting lights, cutting tires, etc.
5. Runaways - Attempted for thrills; to show spite from reprimand, or a desire to see the world.

NON-SUPPORT DEPT.

In this adult branch there are recurrent causes such as, where parents refuse to provide; where parents are out of work, but chief among these reasons are broken homes.

The Non-support Department is a most important department in the Juvenile Court, because we know that two-thirds of our juvenile delinquency comes from broken homes. This Department stresses through law the support of dependent children.

The Juvenile Court has four (4) Officers working with boys, and four (4) women working with girls; two (2) men in the non-support department and four (4) colored Officers in the colored department.

We try, in every way, to cooperate with the Louisville Council of Churches, the Catholic School Board and, wherever possible, arrange for sending the children in our care to camps and other recreational centers. This year forty-two (42) children from the Juvenile Court went to camp.

12 were sponsored by the Courier-Journal Fresh Air Fund
30 went to the Fresh Air Camp through the Neighborhood House.

REASONS:

1. Broken homes.
2. Poverty.
3. Bad associates.
4. Mental deficiency.